

CONFERENCE PROCEEDINGS
Cape Town, 21-22 September 2010

INTERNATIONAL DIALOGUE

Exploring potential criteria for
the measurement of safety
and crime prevention

*International
Dialogue*

EDITORS

MARION KEIM & CLEMENS LEY

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Conference Proceedings – International Dialogue: Exploring potential criteria for the measurement of safety and crime prevention

Published by SUN MeDIA Stellenbosch

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First edition 2010

ISBN: 978-1-919985-41-1

e-ISBN: 978-1-919985-53-4

DOI: 10.18820/9781919985534

Design & Layout by SUN MeDIA Stellenbosch

Set in Calibri 11/13.2

Conference-RAP is an imprint of SUN MeDIA Stellenbosch. Academic, professional and reference works are published under this imprint in print and electronic format. This publication may be ordered directly from www.sun-e-shop.co.za.

Printed and bound by SUN MeDIA Stellenbosch, Ryneveld Street, Stellenbosch 7600.

www.africansunmedia.co.za

www.sun-e-shop.co.za

Acknowledgements

InWent for the planning and organising of the Dialogue and their financial contribution towards the publication.

UWC for the venue and **ICESSD** for the transcription, compilation and editing of the conference proceedings.

CSIR and the **Meraka Institute** for their cooperation and input towards the conceptual development of the Dialogue.

The speakers for their presentations and all other players for their active participation.



Participant List

1. Dr Barbara Holtmann, Council for Scientific and Industrial Research (CSIR): Meraka Institute
2. Dr Paula Miraglia, International Centre for the Prevention of Crime (ICPC): Director General
3. Dr Kalpana Viswanath, Gender Inclusive Cities Project, Women in Cities International
4. Erich Marks, German Congress on Crime Prevention (GCOCP)
5. Prof. Elrena van der Spuy, University of Cape Town: Institute of Criminology
6. Shannon Melanie Richards, Hippy SA
7. Sharon Kouta, United Nations Office on Drugs and Crime (UNODC)
8. Paulin Mbecke, Council for Scientific and Industrial Research (CSIR): Meraka Institute
9. Dr Patrick Burton, Centre for Justice and Crime Prevention (CJCP)
10. Naadia Isaacs, Partners with After School Care Projects (PASCaP)
11. Louise Ehlers, Open Society Foundation South Africa (OSFSA)
12. Razzaq Lagkar, Department of Community Safety: Western Cape (DoCS)
13. Chandre Gould, Institute for Security Studies (ISS)
14. Joseph Dube, International Action Network on Small Arms (IANSA)
15. Charmain Badenhorst, Council for Scientific and Industrial Research (CSIR): Meraka Institute
16. Deon Oosthuizen, Department of Community Safety (DoCS): Western Cape
17. Juanette John
18. Sean Tait, African Policing Civilian Oversight Forum (APCOF)
19. General Susan Pienaar, South African Police Service (SAPS)
20. Vanessa Barolsky, Human Science Research Council (HSRC)
21. Deborah Hunt, Business Against Crime
22. Nellie Lester, CoGTA
23. Gavin Silber, Social Justice Coalition
24. Vanessa September, Open Studio
25. Thilo Thormeyer, InWent
26. Joachim Fritz, GTZ
27. Dr Marion Keim, UWC/ICESSD
28. Dr Clemens Ley, UWC/ICESSD
29. Judy Klipin, Stellar Life Design
30. Mpshe Tsholofelo, Greater Capital
31. Dylan Edwards, Greater Capital
32. Aneesha Vahle, InWent
33. Ayesha Fortune, DoCS
34. Shadley Mohamed, Ansha projects and consulting
35. Klaus Rabe, GTZ
36. Camilla Swart, Khulisa
37. Carolyn Lee, Joburg
38. Margot Weimers, Joburg
39. Clever Chikwanda, UWC/ICESSD
40. John Edas, UWC/SRES
41. Tarminder Kaur, UWC/ICESSD
42. Leonhard Marthinus
43. K Mxegwana, DoCS
44. Isaacs, DoCS
45. J Kou, DoCS
46. B Jaxa, DoCS
47. M Lagkar, DoCS
48. Colonel Sing, SAPS

Conceptual Framework

Many researchers in crime and violence prevention point to unsafety as a failure of a social system to protect, support and enable individuals and communities to achieve their potential through access to rights, services and opportunities.

A safe place is one where a range of interrelated elements are in place. These relate to family, neighbourhood, community, school, health, services, infrastructure, facilities, etc. While it is recognised that all play a role in safety, it is difficult to place a value on any one element, or on the impact of the state of that element on other elements or on safety as a whole. This in turn makes it difficult to prioritise investment and intervention, and to measure safety or movement towards safety.

This conference aims to promote a dialogue across themes within the crime prevention and safety sector, with the intention of debating commonly held values and assumptions. The working sessions will explore potential criteria for measuring the impact of individual elements of safety on one another and on safety as a whole, particularly where there is no reliable quantitative data.

The outcome of the dialogue will inform a strategy for developing such criteria and indicators, to improve understanding, decision-making and measurement of safety at community level.

Aim of the Dialogue

- Debate commonly held values and assumptions across themes
- Explore potential criteria for measuring the impact of safety and crime prevention particularly where reliable and quantities data is scarce
- Inform a strategy for the development of criteria and indicators to improve understanding, decision-making and measurement of safety and crime prevention at community level
- Enhance regional, national and international integration

Time and place

The dialogue will be a two-day event from 21-22 September 2010, in Cape Town. The conference venue is the School of Public Health at the University of the Western Cape.

Target group and participants

The dialogue targets up to 50 participants from the academic sector, practitioners from non-governmental and community-based organisations, government departments and donor organisations active in the field of safety and crime and violence prevention.

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A Western Cape perspective on multisectoral and multidisciplinary community safety

Mr Deon Oosthuizen

Department of Community Safety, Western Cape

I am from the Department of Community Safety in the Western Cape and I have been there since the department was established in 1996. I will take you through something that I think the Western Cape has done in the field of community safety.

We went through different phases of the topic in a multidisciplinary approach within the Western Cape. There are some things that we have done well and there are other things that we have done not so well. So basically, my approach in this presentation would be to be quite honest, so these are the stages that we went through. This worked, this didn't work and some of these things are actually still in place and which we are quite proud of. And to do that, we have to start back into what I consider was the first type of a multidisciplinary approach in the Western Cape in terms of dealing with crime.

Most of you in this boardroom probably know much more details than I have. The start of community police I think was the first approach to inaugurate a multisectoral or a multidisciplinary approach towards crime. Unfortunately, it was limited to the Western Cape, to the establishment of what we call CPFs or

Community Police Forums. That was the approach primarily of talking about problems that I know quite well and our department, the Department for Community Safety, was also involved in the partnership project with DFI and the British Development (inaudible) for international development. And we set up, we succeeded. It was one of our successes. We succeeded to establish Community Police Forums by 1998 at each and every police station. We thought in those days this was the multisectoral, multidisciplinary approach. It wasn't actually that, it was just police and the community and in those days the CPFs were primarily established to oversee the transformation of the police and moving from that transformation phase towards a problem-orientated phase which came just in the later phases of the police forum. But that diminished the role of Community Police Forums in terms that we saw the beginning. They had to keep the police accountable with the problem-orientated approach, the CPF decided to do more crime prevention type of projects, so you have a community; you have the police and the CPF who embark on crime prevention projects. Those projects were really insignificant. They didn't have a future. It cost us dearly, from our department to one of the main sponsors for these crime prevention projects and in the event we sacrificed a bit of that accountability from the South African Police Services to the community. Because instead of keeping them accountable, the CPFs now became sort of the friends of the police and they actually in some cases defended the misconduct of some of the policemen. It worked in a way in the beginning; it is still a way of how we can capacitate CPFs to incorporate a multisectoral approach to crunch crime within the areas. And it is something that they need to be capacitated with in terms of how to identify projects that will actually deal with crime issues. Of course, I already mentioned the national crime prevention strategy. We already decided a long time ago that police alone can't address crime, so we brought on CPFs and decided, no the police and the CPFs can't address crime. We have to bring in other sectors. Hence in 1996 we had the National Crime Prevention Strategy which actually describes how that approach should work in a multisectoral or a multidisciplinary way.

We then had the CPFs and the establishment of the National Crime Prevention Strategy. Here is an illustration why we say community and police can't deal with crime alone. If you look at the analysis that was done by South African Police Services you see that 65 of all murders are of a social nature, in other words, they result from misunderstandings, domestic related issues, jealousy, etc. It's because of punishment, it is social-behavioural, and the police will of course say it's very very difficult to police that particular aspect of violence and that we should bring other partners of the law for that purpose. We realised that, way back in 1997, the province thought about this and how

are we going to devise a multisectoral or a multidisciplinary approach again for the province, and they have decided on something called (inaudible) an agency delivering action figures. Way back in 1997 there was a reason for that, in those days the police had a lot of intelligent structures and they were called on the national level, they were talking about Natcom, national co-ordinating intelligence committee. Province-wise they called it Procom. This is one of our successors. In terms of what we not only refer to as different sectors coming around the table and dealing with the issues within the province. There are a lot of things that we were proud of, such as for the first time in a province getting the different sectors around the table and to speak about the crime and other issues. As you can see, there are various role players. There is just one point, the community and NGO laws that is a bit of a flaw in the system. It was government orientated and not much representivity from the NGOs or community forums etc. We have representivity, we thought in those days, let's get a joint forum from policing together. I don't know if some of you recall the joint forum of policing. They were supposed to represent a number of NGOs in the policing field and we thought that would be adequate as representatives for NGOs. The function of this structure of course was to promote the partnerships, which went well. The partnerships especially between the government and the partners, civil society, not that well, as I said they were not well represented and on this forum. There was an awareness of a holistic approach in terms of what the problem is and what each of the departments' role should be in addressing a problem within a particular geographic area. There was a good exchange of knowledge in terms of the field of crime prevention. The **madam** structure also succeeded to overcome bureaucracy in terms of funding, to get funding for a particular project, and some of these projects were considered as crisis projects. And somehow we devised a system through our department to release funds within 24 hours, which is quite good for a government organisation. We could have initiated projects which we decided on, on the one day and the next day we start on with the necessary funding for it. The focus area of madam was basically environment, social upliftment, education, safety and security, economic development and sports and recreation. On top of national and provincial strategy, we had a ministerial monitoring group, and we had SAPS. SAPS (South African Police Services) has got its own structure in terms of constructing for the joints. The joints were represented by the provincial commissioner. On the right-hand side we have the madam structure; on the focus we had a task team led by a senior official of different departments. They have various task teams of environment, communications, sports, etc., as it is listed here, and they will give feedback to the madam structure department. There was also provincial IDP assessment; we were granted the opportunity to assess the development programmes of local government.

Our function as a Department of Community Safety was to look at the different programmes and assess them in terms of safety aspects. We had in the meanwhile to start negotiating with local government. We see that there is some sort of coordination which takes place at local government to come up with the safety chapter within their (inaudible). The challenges as I have mentioned before; madam was perceived as a top-down approach, sitting on provincial level and really far removed from local government. Its primary focus was government departments. The biggest problem we had all through, like a golden thread in terms of integration and multidisciplinary and multisector, the biggest problem we had was this part of the integration culture. Every department has its own ADP (Annual Departmental Plans), and they are working according to ADP on a year-to-year basis. We do our plans in terms of intense period that is a medium-term expenditure framework. Our objectives are already determined for three years for the future. That makes it a bit difficult to suddenly come up with an area and redirect funds for the province in a particular area. This madam structure was coordinated by the DG of the province, so we overcame this by having a mandate to get other departments around the table. I know Barbara at some stage mentioned that talks about multisectoral approach when we talk about coordination. She does not like the word coordination. I don't want to be caught in that; I would rather say collaborate when we talk about the coordination forum. It was still far removed from the local level, and as a result of that we realised that madam cannot work in isolation. We cannot have the structure with projects at the top on the province level. We have to have something on local level system and at that time we worked from our sponsors, given they existed and they took on this responsibility of establishing community safety forums all over the province. We are still today busy packing on that project. That was one of the projects that were initiated by them.

Just an overview of our projects then in terms of 1998 up to now 2010, as I said in the beginning. Just after the establishment of the National Grant Prevention Strategy was tabled, we had this madam approach. We also had **Bambanani**, which is another type of multisectoral, multidisciplinary approach. The major focus was on getting volunteers. I think our database has about 80,000 volunteers. We use them for a lot of security reasons. We provided security through these volunteers at some soccer matches, and today we are still providing security at schools and on train stations, and these volunteers assumed a lot of responsibilities that they were not trained for at all. At railway stations, doors have to be closed before the train starts to move at all times. Today, at schools they are still doing good works – they have brought down crime on school premises. We have this Bambanani approach for a number of years. We sort of shifted the multidisciplinary approach

in terms of our assistant department, getting them around the table; the madam was pushed aside and the focus was on the volunteers *per se*.

Today, we have another strategic approach which we call **increasing safety**. Some of the people in this room are working on it. I think we are going to have a re-look at our previous multisectoral approaches that worked from that and we are going to revitalise the things that worked for us. That kind of thinking is that local communities must inform crime-combating initiatives. Crime needs to be addressed at a level closest to the people. Government departments must address crime in a coordinative manner or cooperate. As soon it is taken up in the greater government plan, then you can be sure that something is going to happen, that it is not just a talk. This just illustrates the role of province. Previously, with madam, we have taken up the role of implementing projects at provincial level, but that is not how it should be. That is part of our learnings. It should be at the local level. Province should only be dealing with capacity issues, in showing leadership, network, resource duplication, good practices, etc. That is province's role. Nationally, that role would be more of a policy or treasury. Local level, top-down, as you can see, that is where most of the work and planning takes place. As I said from human and community safety forum, we have established this kind of forum on various municipalities and various district municipalities. This is just a slight display of the various roles in terms of multisectoral approach at municipal level. That is just to illustrate we all know the victim, the environment and the offender and with different roles of different departments that we have here. I think one of the important things that we have learned in terms of the environment is that programmes or projects are operating in Cape Town and Sea Point and other places. They claim and articulate the stat crimes of Cape Town for the past five years in Cape Town drastically. It is a success story that needs to be looked at when devising future strategies for this province. That is part of the comprehensive approach. That is the environmental part of it.

Something else that works well ... something that we struggle with in the Western Cape in particular, is our gang problem. We've learned from the madam approach, started a provincial coordinating committee, just to look at gangs and gang problems and so on. Previously we started a Department of Community Safety but did not have a mandate to call other departments around the table. This time we said no, we rather get cabinet approval, and we went to cabinet and they endorsed it as part of the Department of Community Safety to call other departments around the table and to look at gang problems. That is how that structure looked like. Then again, with the monitoring committee which is the (inaudible) and the SAPS structure. Then we have the Gangs Prevention Steering Committee, very similar to the gang law enforcement which will be a task team. Intervention, gang information

and research will be a task team and of course, prevention or communication will be a task team. And with that we have established local stakeholder forums. We have other forums in Hanover Park, Kewtown and Atlantis that deal with gangs in those areas. I think there is a good reduction in gang violence where we have these forums. Other success stories are a privately sponsored programme in Elsie's River here in South Africa by (inaudible), and this is also working well. I think this approach is going to be researched within our future development for the province. We will take Elsie's River as one of the approaches that is going to be analysed and we will see what we can learn from the Elsie's River approach. Elsie's River is based on the thorough Community Safety Forum. From that safety forum a safety plan was developed, and it is also a safety stakeholder forum which meets quite often and they are involved through this whole process to come up with safety plans. What they have done is they have a safety project team and they have various programmes dealing with helping families, dealing with a more effective criminal justice system, promote school safety, promote a healthy living environment and job creation. It's really considered as a successful multisectoral approach with that problematic gang infested area. Then again, from our sponsors, the German Development Bank, the VPUU project in Khayelitsha is considered a big success. There are always questions. It's capital intensive and deals with infrastructure by my understanding of it in Khayelitsha, with safe nodes which consist of multi-purpose facilities. The people are actually living on top of these workshops. It consists of a community hall, it consists of businesses within that safety node, sport facilities and then they have things that they call active boxes. I'm just going to touch on these things. I'm not a specialist on it, as the people in this hall are. These active boxes are a way of observing. It is part of the accepted principle, a way of crime prevention where you have actual crime observations. People have utilised these active boxes in problematic pedestrian areas. This is just a very complicated structure of our approach in terms of the district level municipality. We also have examples at the West Coast district municipality. What we have there is an integrated developmental plan coordinating committee. That is a committee that deals with all the municipalities at district level to the IDPs. From that IDP we have an interesting one in the Western Cape. They have a multisectoral forum from a health perspective. From a health perspective, there are so many extreme issues that influence the health budget. We are talking about all sorts of crimes, substance abuse all those things that have health complications.

Under health, they have a sector dealing with environment and infrastructure special issues, economic development and even now a safety sector. We all eventually fall under this multisectoral forum. This is interesting, looking at crime from a social health perspective.

Challenges: bureaucracy still complicates integrated budgeting, as I explained the circle. There is no new funding. Although you have the departments together, there is no new funding that we can prioritise. It is still lacking what we call a whole society approach. In all our approaches, it is really difficult to get the whole society involved, in terms of what are the funds and what do they need for additional support. You have the collaborating forums now; what additional support do they need? Often society could be considered as a problem, like in Elsies River. The Development Bank can be considered as a problem in Khayelitsha. These are just two areas. What do you do for the rest of the province?

Just in conclusion, we said we will use a local government closest to people. Multi-agency, disciplinary approach is necessary, community participation is necessary, the government departments involved in promoting the criminal justice system ... Then we say something additional is needed except for collaboration or coordination, we need something else – stakeholder forums, municipal forums, district forums, provincial forums. We have to deal with integrated budget challenges. That is all for the conclusion of crime and crime has to be addressed. Thank you.

Question: You mentioned that there were three elements that contributed to the successful applications of your approaches. You say that you allocate an approach closest to the community, apply multiple disciplinary, there must be community involvement. Then you mentioned that there must be something additional. Can you elaborate on that?

Answer: I think at this stage, it will boil down to seeking resources, and not only funding, but expertise, business approaches. I think that normally lacks within government. That is another ingredient, the question of which people can bring expertise around the table that we can't bring. That is the sort of missing ingredient in terms. We had Dr (inaudible) today talking about gang violence and his approach in terms of overseas funded projects. That is also something that we can explore. It was the US Embassy that brought that sort of knowledge to the table. Except for funding and other resources, that is the type of expertise we would like to have when we are devising approaches, so it could be anything.

Question: I'm looking at the impacts of these initiatives and projects which are mentioned, especially in the Western Cape. Would you comfortably say that people, or members of the public, feel much safer now than they felt five years ago?

Answer: It depends on what geographical area you talking about, as a whole in the province we have measured the sections of safety in about twelve or six

areas in the municipality, and in those specific areas the perception of safety is still very high. People fear whilst going to work, they fear at night etc., but interestingly, some of these projects have been referred to as a success.

The need for internationally verified tools for comparability, benchmarking and assessing safety policies, programmes and interventions

Dr Paula Miraglia

Director General of the International Centre for the Prevention of Crime, Montreal, Canada

Good morning and first of all, thank you very much for the invitation. I am glad to be back to South Africa and glad to see all the familiar faces, which for me show that the ICPC is actually making friends, a lot of friends, here in South Africa. The International Centre of the Prevention of Crime is an organisation based in Montreal, but it was created originally by the Canadian and the French government and today it has more than fifty members all over the world. So I can say that it's really an international centre. I arrived there in April so I am also new at the centre. As someone said this morning, I am Brazilian working and living in Montreal. And I can say that the ICPC is

a centre that works very much to produce knowledge in the field of crime prevention, but is also a network of people, governance and organisations that are working with crime prevention. In this sense, it is a platform for international knowledge, but I would say also that it is more of a platform for international exchange and cooperation in the field of crime prevention.

So how does that interest us in terms of evaluation? How can evaluation be thought of when you think about international cooperation? First of all, of course we can talk about international standards. How challenging is it to consider international standards? Challenging enough for us to talk about evaluation when it comes to crime prevention. How challenging is it to think about evaluation and international standards? Is that possible? I would say that the first thing that we have to address is the international context. Last week we had our international strategic planning meeting, the ICPC strategic planning meeting for the next five years, and we had several governments and organisations around the table, and one thing that is clear for me and is clear in ICPC is the different needs from different regions, how different regions address problems and solutions in different ways. I could tell you coming from a South and Southern country so the issue of firearms in Brazil is huge, it is an extremely important element for us to think about crime prevention strategies, not so much for a lot of countries in the North. On the other hand, migration appears to be right now a very important subject that is addressed by the Northern countries but it is not so important if we are talking about Latin American countries, for instance. So, I think that the first thing when we talk about evaluation is to address these international contexts and finally I think it is important to address that nowadays there is, we could say, a battle, or a dispute, between, among governments, but also within governments, for us to decide what works in terms of crime prevention strategies. Where should we put our money, especially in contexts that we have reduced money allocation for these issues? And a third one that we have to consider, and governments consider a lot, is what is going to impress the public opinion. Not necessarily what is going to work. It is what is going to impress immediately the society or the public opinion. But it comes into the equation with the same kind of relevance and importance, so we have to address that as well. So I am going to start my presentation with studies from Brazil and from that experience to address some elements related to evaluation. This is a research that I developed in partnership with other organisations. It is about the case of São Paulo. São Paulo, don't know if you know, is a huge city where there are ninety million inhabitants living in the metropolitan area. It is an extremely unequal city. I would say that diversity and inequality are key words to understand São Paulo. It is a Brazilian city as you can only size for Brazil and for São Paulo specifically, where a key element

is also to understand international comparison rates, and you can see how violence is an important subject to my country. However, São Paulo became such an exceptionally international scenario because starting from the year 2000 it observed a very high degree of the homicide rates. If you look at the map of the city, you can see that the homicide rates are very much concentrated in the fringes of the city. So it is in areas that are more poor, in areas where you would find the lower levels of education, lower levels of income, lower level of urbanisation. Of course, I am not here making an immediate association between poverty and violence, but I am just saying that we cannot ignore the coincidence of these maps in terms of housing, of urbanisation, of income, of education. What happened with São Paulo, and I will talk about the strategy, but this is every single district of the city, has sort of decreased in the homicide rate, so here is a very different neighbourhood and different profiles ... I will address that in a minute. They all served a decreasing homicide rate, and this is the map of the homicides in the year 2007. So you can see that the green is much lighter which means that the homicides were reduced but you also see that the pattern of distribution of the homicides are exactly the same. Therefore I am saying the fringes of the city, the outskirts of the city, are still more violent than the centre of the city. And this is from 2007 and 2010 – it is the same. So I like starting from this very big presentation. We will present you two case studies from two different neighbourhoods in São Paulo to explore a little bit the strategies that they used to reduce crime. The first one is what I think urban planners call a mixed neighbourhood, Jardins, a neighbourhood that has a lot of housing and also a lot of business, but it's known as the luxurious neighbourhood of São Paulo. So this a little bit of data about the neighbourhood so you can see a very low average of people per household: very high average areas of schooling, very high household income per capita, more than ninety per cent of self-declared white people, very well perceptions of people that were born outside the city of São Paulo, very close to the centre, only three kilometres from the city centre. We are talking about a huge city so this is a very important element and we had only three homicides in 2005. So we went through a very deep urban reform in recent years that includes the changing of its side blocks, the enlargement of its side blocks. The result was a whole change in the landscape together with that. It included also a high investment in private security. So if you walk into the neighbourhood, you'll see high walls, high fences, you will see a lot of private guards. Even the security apparatus has to be protected. But it has a lot of this kind of things. And the most shocking aspect of that is that we fully incorporated that into our daily lives without even noticing. For instance, nowadays São Paulo has changed, the landscape of the city especially of this kind of neighbourhoods has changed and we pretend that we haven't noticed. Private security is part of our daily life, high walls are part

of our way of living and I don't think we quite acknowledge this change. So I can say, if you have been in São Paulo, that it is really a bubble inside the city and it is not the only one. We have several bubbles inside the city; they are bubbles of safety. So here we have a completely different example, Cidade Tiradentes. That is a housing project that was built in the 70's. It's the biggest housing project in Latin America, and it was a result of a displacement of people that were all gathered and put in an area that was created to, I can say, host them. So it has a slightly different profile from the previous area. As you can see, it has a much more bigger population and more than a fifty per cent lower average years of schooling. If we compare the household income per capita it is completely different, also the population which is half white and half black people, this is a super controversial issue in Brazil. Our census I think is self-declared and the racial issue in Brazil is a topic for the country. We have more than a hundred and sixty definitions, ways that people declare their racial status because it is self-declared. So it has a big range where people see themselves, but in any case it is self-declared. We have more immigrants, and if you remember in the case of Jardins it was only three kilometres from the centre so now Cidade Tiradentes is thirty-one kilometres from the centre. There was a short movie that was done about the neighbourhood. One inhabitant took two hours from her home to her job and two hours more to get back, and in the end you find out that she worked in a pharmacy. So there is nothing special about that. The advert showed us first of all how much, the amount of time that she spent in transportation but also the lack of employment in her own area. She has to walk to take a metro and a bus for two hours to go work. She could have been doing her job in her own neighbourhood. Cidade Tiradentes is known as an extremely violent neighbourhood. But this neighbourhood has also benefited from the decrease of homicide with a different policy and that is what I am going to talk about. So the first, this is of course the police started to work more in the neighbourhood and in fact in different ways there was a community. They started to work with the community policing. In Brazil, I must say, working with the police is still a very delicate issue. Some of our cities have some of the highest rates of killings performed by the police, which is still something very delicate. We had a lot of investment in urban construction and public equipment so a hospital that was built is extremely important for the community – to have a public hospital that is close to where we live, equally with shops. A lot of violent neighbourhoods would not even deliver their goods. If you live there and you gave your address, they wouldn't deliver their goods there. If you talk to the people that live in these neighbourhoods today, one of the first things they say is that we have a supermarket because it is not only that they deliver there, they have a store there. So it completely changed [the] neighbourhood. If you walk in the neighbourhood, you'll see

many churches and many different churches. I won't have time to go into that subject, but [it] is an important element as well of everyday life. The most important is the bus terminal, which completely changed the life in the neighbourhood in terms of how you connect to your neighbourhood itself, and how you connect to the rest of the city. How you feel that you are part of the city and you are not living isolated in one neighbourhood that is completely detached from the city. Of course we also have private strategies of protecting. So you also see fences. The housing projects are known by generation, so you have the generation one, generation two. These are the third generation. They are built already now with a little house for the private guards. The difference is they don't have money to hire this person so usually you see the empty house, but you see the doors have fences, they have locks and so on. My point with this study was to catch a little bit the idea of a safe city and a safe space, which should be our goal. Should we try to build a safe space as the first case has shown, that is actually a bubble. It is a space that has only the same kind of sidewalks, the same kind of lining, the same kind of people. There is nothing to do with diversity. Or should we build a safe city that has everything to do with diversity of getting people communicating with the city, getting people to circle it, getting people to get in touch with other people and so on. In my opinion, there is a struggle in these two models, if we don't have a safe city, if we keep investing in a safe space. But I would like to take the experience of São Paulo to address the topic of evaluation after all. So the first thing that we could think about the whole experience is that we have decreased indicators and they have decreased a lot – more than seventy per cent. So it is an expressive number. It should be considered as a successful experience.

My first question would be here: Was this decrease capable of changing the reality of this city? Was the decrease of homicides capable of changing the shaping of the city? How is violence shaped in the city? And I showed that violence is still extremely unequally distributed in the city. So we had a decrease, but still violence, and homicides are still a tool of inequality for São Paulo because the outskirts of the city are still more violent than the centre, and more than that it poses the question: Will we ever have a city that has hopefully a low but equal level of violence?

My second question is, was the decrease of homicides capable of changing the feelings of insecurity in this region? Do people in São Paulo say that they live in a safer city despite the seventy per cent decrease of homicides? If you ask people, they will say not so much. I don't feel that I live in a safer city because the killings have decreased. And of course homicides, we know they are one expression of a very complex phenomenon that is violence, urban violence, but is a very strong indicator. Usually when we go or when we

evaluate crime prevention policies, especially in a context like that, when you have very high homicide rates, this is the first indicator we go for, and I am not saying it's not good, it is very reliable. I think it is one of the most reliable indicators, so it is one that we can have in many other contexts also, very easy access to, but we have to keep in mind that they show us part of the problem, part of the solution but not all of that.

The third question that I would ask to the case of São Paulo is, is this policy sustainable? How does it look today? And what I can tell you, what happened in 2010 is that the homicide rate had gone up and the whole debate and the explanation was oh, it's the economic crisis, and my answer was okay, when they decreased, it was a package of policies, when they raise, it's the economic credit crunch. So we have to choose how we are going to explain the causes that are related to our crime statistics.

So what we have today in São Paulo is actually a very interesting debate, or we can say dispute, to explain the causes of the homicide decrease, and I think it's a very good case for us to reflect on how we're going to evaluate our policies. So everybody wants a little piece of that, the paternity of the decrease of homicide. So of course the police would say it is the work of the police, it is the effort of trained mapping. We had and we still have an extremely high rate of unsolved crimes. So all these crimes were unsolved. We didn't know who committed them. So this was a problem, a very technical problem, an investigation problem. So the police made an effort of solving crimes, and this they say, had an impact on that as well because they were able to arrest people that are likely the ones responsible for a high number of crimes. But there are also people who explain that by communitarian mobilisation, especially in the areas that were more violent, São Paulo had also received a very high response from the community in terms of "okay, we don't want to make this, we don't want to live in a violent context, so we are going to do something about that". But also you have other explanations like the reduction of firearms, circulation of firearms, we had a disarmament campaign in Brazil since states were like that more or less. São Paulo was a state that was quite involved in that, so we had a reduction of the circulation of firearms especially in terms of the illegal market of firearms. Some people explain that by the demographics, we have less young people, young people are the people who are involved in this killings, so we have less young people, so we have less crime, at least less homicides. Some researchers are showing today that there was also the organisation of criminal organisations that helped the decrease of crime. There was a territorial dispute by two criminal organisations and a high number of killings was related to this kind of dispute of the business of the territory and so on. Now you pretty much have only one very big, very strong, very powerful criminal organisation that runs it all.

So you don't have disputes anymore. So the numbers of killings have decreased also because of that. So it's not a positive thing, but it has a positive result. I would like to think that it is a little bit because of all those causes. Of course I would like to think that a criminal organisation had nothing to do with it. As a social scientist, I don't know if there is an economist in the room, but I like to call this the revenge of the social scientist against the economists. Economists like very much to point out one cause, and we have a lot of economists in Brazil that are trying to make huge efforts, yes the education by itself, yes the reduced firearms. These are very complex models that will show us that one element is capable of doing all that. I think violence is a very complex phenomenon that is a result of multiple causes, so of course we have to have multiple responses to that. That is why I believe strongly that the decrease of homicides in São Paulo is a result of a multi-level, multi-cause phenomenon as well. What I can tell you about evaluation when we see the case of São Paulo, so what's the reason that we want to evaluate and why do we have this dispute beyond the political dimension. The police or the state government or the NGOs also want to say, "okay, I am part of it". Why do we want to evaluate beyond this political aspect of it, because of course we want to know what works and we want to be able to measure impact but we want to be able to replicate or to share, or to report. I think right now we're very aware of our language. We have to be very careful, but in general I think they're becoming more and more aware about our language and I think that is very important. I think it is part because we deal with this subject all the time, sometimes we just incorporate language as it was so important, and I actually think it is. So we want to share, to replicate. Well, the first thing I would say is that we can import a model for sure, or we can replicate a model. What we can't is replicate a context. So this is the first thing that I think it is extremely important when we are thinking about international corporation, and I am not saying this coming from an international centre. I am not saying this to say so thank you very much, we should go back home and do our own things by ourselves; I'm only saying that we have to address this topic before we start, and although local knowledge and local approach are so easily and commonly used by us, they are necessarily incorporated in the way that we develop international operation. So I think that the local approach is a starting point, but not only to address the challenges. So what is the context of this specific community or city or country that we want to think about or intervene or make a project, but also the local assets? I think the local assets are the key elements to make a strategy work. The nature of the project has also an impact on how we are going to evaluate a project and how much we are capable of evaluating. So let me give two examples. We have a CCTV policy and something that is like Barbara's model that is extremely complex, multi-level. It demands the effort of several stakeholders, it has different levels of

interventions, the outcomes can be perceived in a thousand different ways, so of course it has an impact on our capability of evaluating these two kinds of programmes. We're talking about one programme that has one approach. The cameras are on there. They are going nowhere and the Brazils, they're apparently very easy to be measured, because you have the number of cameras, the number of crimes and on the other hand you have an extremely complex programme, an extremely multi-level, multi-effort, so where should you look? To the programme to the actress, to the reserves? So if I am telling you here that even the crime statistics are not only the response, or if you look through the crime statistics because of the perception of some people which is something that is absolutely subjective, not objective, so I think it creates the impression that we are not capable of measuring all these kinds of things. It's not only much easier to implement a CCTV policy, and to evaluate it, than it is to evaluate a complex programme. It doesn't mean that it cannot be evaluated. It doesn't mean that we cannot see the impact of a programme. One of the examples is the evaluation conducted by the Chicago police. Chicago's alternative policing strategy was a programme that was implemented in 1993, and they conducted a very complex long-term evaluation programme. It took more than ten years. I have all the numbers. 80 researchers. For us who deal with research, we know that it is a lot. It lasted 10 years, so it was a very long-term research. They interviewed almost 50 000 residents of the areas that the police was working in. Fourteen thousand police officials were involved. They combined two methodologies, statistics with field work, so it was a very complex evaluation. In terms of the outcomes, it's really interesting, but what is the biggest outcome to policy makers? That this is a very complex and expensive evaluation. So why do we want to have something that is only worth a lot of money, a lot of time, a lot of effort? I think the first question here that we should put to ourselves is evaluation, it is not something that is apart of our initiatives, it is not apart of our projects, it is not something else. To evaluate and to know the results is in fact something that is part of our projects and should be. Not only because we need to measure things from the start, because we need to see that as a tool to improve our work. I meet with several governments that want to have evaluation as a controlling tool. They want to know where their money is going? Is it working? How we can cut, where should we put more money and so on. Evaluation cannot be seen as a controlling tool, evaluation is an improving tool. And if you tell them, if you sell it like that, especially if you are from a government, people who are developing the project will be extremely resistant to be evaluated. And they shouldn't be because they should be willing to know whether what they're doing is working or not and where they could improve their work. So I think that to evaluate, of course there are different levels for that, it is an engine, a permanent engine, a tool for

transformation of our own projects. Also we need to know and be honest with what we want to know. I remember we were doing this national mapping research of Brazilian strategies to prevent violence among youth. It's a research study, it will be released very soon, it's very interesting. They spent a lot of time thinking about how they are going to attract young people to their projects. It is a key element there. They like to think that they have amazing programmes so they work with culture, with sport or things that are going to be attractive to the youth that are part of the project. And then, in a certain moment we started to notice that the young people were there mainly because they were paid every month, they got a grant, a very small grant and they were there. People were deeply disappointed with that because this was the outcome of one of our findings. Why should we be disappointed that they want to be there because they have a small grant? Because we were trying to have something very creative? But what's the purpose? The purpose is for us to help that young people every week are in the programme. The grant is the key element there. It shouldn't be a factor of disappointment. We're talking about an environment where people not necessarily have other ways of making an income or they get a lot of pressure from their parents "Oh you are going to a different course, aren't you gonna find a job or are you gonna learn soccer, or you are going to a community dialogue? Why don't you go and find a job?" It sounds more important for their mother than going to a community activity. So if the activity is capable of also creating an income and making this person go every week to the project, perfect. I don't think we're missing our point here. The point is to attract young people. So I think also we have to be very honest of what we want to find and how much we are willing to incorporate that findings in our work. Finally, I think that evidence is a very strong word. It's not all, I think we have seen. We had very strong evidence that incarcerating people don't work. Countries like the UK or California in the States are starting to release people because they don't have money, they don't have money enough to keep people incarcerated. They don't have enough money to keep up with these incarceration rates. We know that incarceration is not the solution. However, governments have a really hard time telling people that they won't use incarceration as a crime fighting strategy. So there is evidence here, but I think that what we are lacking, and that's why I think this is a brilliant initiative for us to start to talk about that. I think we are lacking evidence here on the prevention side, and I am saying it is not also our fault. When I see a city that decides to put eighty per cent of its crime prevention or safety budget into CCTV, we are also discussing how was that choice made? Have you ever tried to put eighty per cent of your budget in crime prevention policies? How can you make that choice, if you don't have that information? I think it is up to us also to make a better point in crime prevention. We have to, when we

advocate for crime prevention, it is not only because we believe that it's better, it must be because we know it's better. And that's the kind of thing that we have to be able to show. Thank you very much.

Question: Do you know of any project where the community had an active input with regards to crime prevention?

Answer: Definitely, yeah, well I can give you two or three examples where the community played a major role. I think it, not this neighbourhood, but another neighbourhood was known, and the UN did that, called it the most violent place in the world. You can imagine how this is not nice for a community to be known as the most violent place in the world. So they came up with very strong answers to that in terms of community forums. They have this annual walk for peace that they do. They developed very complex sophisticated projects related to youth and women, so I think the community played an amazing role and I can tell you more about this project if you want afterwards, but I think it's very hard when you're talking about extremely violent contexts. Once you're not the most violent place in the world, what are you? Because when you're the most violent place in the world for a long time, how can you replace your demands? This I think is something that the community is usually struggling to redefine its identity in terms of, what are we going to demand next? What do we want to work with? And I have a very good story. I remember I was working at an NGO at this time and we had finally the biggest television network going there to make a piece on the annual walk that they did. And we had a hard time telling them please don't address violence. Don't treat them as, you know, like as someone that's going to be there for the interest in the community. Don't mention the fact that they have extremely high rates of homicide. So we did all this and worked with the reporter who was going to work there. So she arrives there and has this teenager to interview and asks: Oh so, why do you think this is important here? And the teenager says: "Oh, you know, we live in the most violent place in the world." It's something that we have to see in a victimising aspect, but it also becomes part of their identity. And I think it has to have a lot of communitarian work also, to be able to change and to build, rebuild this identity, and I think this is something else that we have to address when we imagine, we see in the future the success of the crime prevention strategy.

Question: Can you say something more about the connection of violence and inequality?

Answer: I think, well, it's basically because we think about violence as an important, a key element to think about inequality. I think that we have to start addressing safety as an element also of producing inequality. And in a city of São Paulo it is the private safety strategies that are helping the perpetuation

of inequality, so we're not talking about people being victims of violence, but people being victims of segregation strategies that are comprised of safety strategies. Which is, in the end, that if you're creating the safety bubbles that are controlling it, you create not one city but multiple cities that are based on a segregation, separation strategy. So if separation is our strategy to face violence, I can assure you, we will never have a safe city that is equal, and of course there is a level. I can tell you that this was something that we struggled with in Brazil and in many Latin American countries because for a long period we believed that we only would have a reduction of crime rates while we have practically a social revolution where everyone would be employed, when our education rates would be amazing. But we cannot wait until that day arrives, because we have very innovative indicators of crimes. So if we wait for that to happen, we'll be waiting forever. So the big difference I think is that we perceive or we realise that okay, there are some things that we can do while we are emerging. I like to call it "the emerging countries", or while we are developing or while we are changing our social status. There are many things that we can do to change safety in our country, but I think that in many cases inequality is exactly that, inequality is an element of success to certain policies, and I think it should be exactly the (inaudible).

Question: What is the situation of illegal firearms in Brazil?

Answer: Well the national policy, the Brazilian policy of the government, is really interesting because it was a failure and a success at the same time. We had a national legislation that starting from 2002, if I am not wrong, it didn't allow you to carry your gun anymore, so it changed a lot. So you cannot have a gun with you. You could if you had a licence before. However, we had a referendum to end the carrying of firearms and we lost. And I would say that the gun industry played an enormous role in there. Coming with a lot of money, making a lot of strong marketing campaigns. But our biggest challenge is the huge illegal market of firearms. In the case of São Paulo, more than eighty-five per cent of the homicides are related to a small firearm, a .38 that is produced in Brazil, so it's not something that is in the illegal market. Paraguay is our neighbouring country. Brazil exports weapons three times the entire Paraguayan population, to Paraguay. You cannot believe that every single Paraguayan has three firearms, right. These guns come back to Brazil illegally. So we have a vast illegal market, so this is something that I can tell you. Every policeman in São Paulo could buy five firearms during his career. Why do policemen need five firearms? So this is contributing also to the illegal market, so I think this is something that we lost the referendum, but we are developing little by little legislation and measures that can address this and also we're making people notice and realise that if you have a gun, you're not safer. But I must tell you, it's really hard to do that in a violent

department. I think people are scared and they feel that if they cannot count on the state, they should have some kind of extra protection, which is a complete misunderstanding.

International experience on safety audits

Dr Kalpana Viswanath
Coordinator of Jagori, Delhi, India

It is vital not just to prevent violence but also to address the issue of fear of violence, because one of the things that we found in our work is that it is not only the actual experience of violence but it is the fear of violence that prevents women from being able to fully access their right to the city and their freedom to move around the city. The fear that prevents women from access also prevents other people from allowing women access.

If we look at the context of safety for women, I think it is important to locate it within two discourses. To understand, one is really the issue of violence against women as a broader issue, and the second is the nature of contemporary urban growth, as we are talking about the world which is increasingly urban and migration which is primarily coming to cities. We are talking about cities which are huge. We talked about São Paulo earlier, but in India we have three cities which will be reaching twenty million inhabitants in the next ten years, we are told. In South Asia we have five cities so a lot of the urban growth is taking place in what we call emerging economies. So it is important to really look at the linkages, also within violence. It is not that one sees violence in public spaces as somehow different from violence in private spaces or at work spaces. It is a continuum. It is to understand the reasons behind violence against women it also focuses on why it is there and why we need to sometimes address them differently.

I don't know if you're confused by this picture, this is actually a 'staring is eve-teasing, too', this is a slogan we use. Even in India we have a peculiar

word for sexual harassment which is called 'eve-teasing'. What it means is, it's actually in effect (inaudible) against sexual harassment because it boils it down to just teasing. And it is a kind of fun, so we have really been trying hard to say that this word has to be changed, and in the meanwhile we are trying to sort of politicise the word saying that it is in actual fact sexual harassment, it's a form of violence; it's not teasing, it's not just a way of flirting, it is not just a way of pursuing someone that you like.

As I said, we need to locate it within the growth of cities. For example, in Dr Paula Miraglia's presentation, we heard about São Paulo. And really this is not just São Paulo, this is the truth of all of our cities. In Delhi, we have very proudly got ourselves a 'world-class city'. None of us living in Delhi understands why, but yes, the government tells us, media tells us that we now live in a world-class city. What it does mean, what it does actually translate into, is really what Paula said. It increases gratification; we have pockets ... pockets of extreme wealth, like in America. What is happening in India is that the rich are getting extremely rich. There are lots of people in India with lots of money, that is the truth. There are lots of Indian people around the world with lots of money, but there is still a lot of poverty and the divide in the cities is tremendously high. And in effect, this model of urban development that the government has chosen to follow is not really addressing it. It is actually creating more exclusive cities in all terms of doing, rather than inclusive forms of development. So the backdrop against which we are doing our work today itself is not a company, it is not a stride backdrop, because of the government. For example, in Delhi, we do not have any slums in the city anymore. We have actually removed all the slums in the city in the past ten years, and we have relocated them outside. So if you walk through the city of Delhi and Calcutta, you will not see any slums anymore. And maybe that is one of the ways that they ... that we are in our 'world-class city'. But you know, it is also very young. It is actually very cruel and harsh to (inaudible). There is also, as Paula talked about, increasing privatisation of security and gated communities. So the moment any community is able to hire private security, they will build gates, they will build speed breakers. There is no need for standards on all this so it is done, and as you get a little more money as the community you are into this.

So this is really the side of the development that we need to understand. What are we talking about when we are looking at creating all-inclusive cities? On the other side, it is all the beginning of looking within the larger discourses of violence against women and the focus on safety in public spaces. So why focus on safety in public spaces specifically? Around the world, there has been a lot of work done on domestic violence and (inaudible). That is the one thing that has been very successful in getting onto the agenda of

international organisations, of governments and many countries today. So as I said domestic violence and sexual harassment at the work place, these two areas ... there is a need to focus on the public space, as I said earlier. What makes it different is the kind of stakeholders who need to be evicted and therefore the kind of strategies that you need to engage with. So in our work that we are doing, what we are saying is, we need to understand the nature of violence and security level in the field and to get some data legitimisation, because what we do know is crime. Crime data on this is really very long. In most countries, the data on whether private or public violence is extremely long and we know that it is really only the tip of the iceberg. So in other words, to even begin to address the issue, we need to actually start to establish some kind of baseline from what is the actual situation on the ground, because certainly the crime data is not showing us. We need to identify groups (inaudible). So while we talk about cities, and while we talk about women in cities, it is very important to recognise that all women do not experience the city in the same way. So where I live, what kind of transport I am able to use, my age, whether I am able, whether I am partially disabled, whether I am some migrant from another country, these are all factors which affect your ability to access a city in different ways. So when we talk about women now, so it is important to begin to layer what we mean by women, otherwise we would come with a strategy that will benefit only some women and not all women. I am not going to go through all of this, it is just really a generalised summary on how do we really built the strategy. We talk about violence against women and the safety of women. Again, this is just the kind of broad thing we used as we were planning, looking at the police and law enforcement and working in social prevention and services. So it is really an issue of governments, some label, and it is also an issue of working with the communities, creating a campaign, because in many places in fact it is not even seen as a problem. So what needs to do light domestic violence is to first establish that it is indeed a problem. And that it is indeed a way that women's human rights are being violated, the right to the city is being violated, and therefore we need to look for solutions. In our work, we have really largely looked at five areas that we sort of focus on. In different contexts, in different cities, we have been successful in getting changes in one or the other, but really as Paula spoke about in the morning and we have been saying, it is a problem, which has been multi, several dimensions and therefore the solution has to be also multi-dimensional and multi-strategic.

What I am going to really focus on now, having established a set of context within which we look at the issue of women safety, is really the methodology that we call the 'Women Safety Audits', and it is a very simple methodology and I think many people have used it. It is called the Women Safety Audits

and it has been actually used by over forty cities in the world, specifically by women's groups, to look at how we look at our own public spaces. How do we look at our parks? How do we look at the streets? How do we look at the bus stops? How do we look at the buses? How do we look at spaces outside schools or near the compound of schools etc.?

The definition is really to value the standpoints of those (inaudible). So if you say 'women' as a group who have vulnerabilities in their cities, then women become the standpoint. But as I mentioned, depending on where you are working, which areas you are auditing, it's important to get the voice of different kinds of women. So for example as in Delhi, you will find that, probably in many parts of the world, young women are particularly vulnerable to sexual assault and harassment, partially because they are the least in a sense prepared to deal with it. As you grow older, I think old women just learn to deal with sexual harassment. Between the ages of twelve, thirteen and fourteen, when that happens, it is extremely sexually traumatic. Even at the age of seven sometimes. Certainly older women are sober. Similarly, like that, it will vary from societies, from your marital status, if you are a refugee, if you are a migrant, from certain countries, race could be an issue, economic class certainly is an issue in some countries. So really, look at the different points of view very broadly before you do a safety audit on it. It is important to prepare so it's not that you just go out into space, walk the space, but you need to prepare yourself to understand a little bit more about the space that you work in to do the safety auditing. And the existing primary (question) is already, what is the kind of population? Are they migrants? What are people's perception of security? Because the actual crime rate and actual essence of violence is actually important. A lot of time what we see as an unsafe place is what people perceive as unsafe. People think of places unsafe, even if crime rates go down, they continue to see it unsafe. Once the place gets labelled, people start fearing certain things. That fear itself sort of takes a life of its own, that they need to address. So users of the space are experts, and it has the principle behind it that it is not just to make places safer for women, but that when you do address it from vulnerable populations, it actually becomes safer. It could be children, for example, in Delhi. When we did safety work around the street, we then took along a group of hearing disabled women, and it was quite revealing because the nature of the public space that we find so long (inaudible) even us seemingly fully able got so much hostile with the vulnerability that we had to cope with.

So very broadly, I am not going to get into this but the important thing is to record what you see, to use people who are familiar with the space to work with you, to have local officials, government officials, who don't play the main role, but play the role of listening to the women who are walking,

doing analysis implementation. And really the most important are the last two, because the first, the strength of this process is that you are taking it through from below. You are getting women's voices, getting voices of other groups of people and you are taking the voices of the people and reach a level where you can design something like implementation, intervention programmes etc., policy changes maybe, policing issues, urban planning issues, the range of issues that you have. And then to follow up and monitor, because sometimes you may be able to get one kind of intervention to take place, but it gets off with one intervention at a point.

In terms of the kind of things in addition to having, there is an extensive checklist which has been designed by different groups of people. (Inaudible) has a checklist, women cities have a checklist, so they are many people, they are many existing checklists which can then be adapted according to your cities and according to your situation. In addition you need to look at, as I said, it's also an issue of fear and people's perception, why people feel certain kind of places are safer, for example a park. We have been finding across cities and countries that the same park can be unsafe for people depending on who else uses the park. So it is really an issue of usage, in addition to maintenance. Of course a park has to be fairly maintained. If it is extremely unmaintained, people will not use it, but simply maintaining it alone does not ensure that people use it. It is often who else uses the park. For example, if it is a place that certain men use to play cards or drink, then it is often a place nobody else will want to use, even other men will feel uncomfortable going through those parks. Similarly, if there are swings and playgrounds for children then it becomes a more comfortable place for more people to use.

What are the kind of changes that we look for as a result of women's safety? One is the better environment, which is in a sense the most direct link. So you look and you see the lighting is bad, it means changing the lighting, the pavements are broken, etc. It also changes according to policies and programmes in cities which are in a sense creating exclusion. Changes in usage of space, which is in principle at times, for example, changes in policing and changes in the community. Because I think one of the things that we have found is that very often when you begin a conversation on safety, you talk about women safety and how they feel safe in public places, the first reaction you get from people is against the police. It would be that for example policing is not strong in this place, that the police don't do their job. The police are breaking it down and saying is it not an issue of police, is it that you want the police in every corner of the street of the city. We are not looking for a police society, we are looking for and at solutions which need to go beyond the police. This is not to say that the police does not need to be addressed, but sometimes we get stuck at just looking at the police, talking

about crime prevention and violence. In fact we need to look at much wider setups and strategies and stakeholders.

Some of the innovative stuff that can be done with safety audit is creating maps. Looking at what they did in Mumbai is, they actually took one physical space of land and then mapped the usage of women, stationary women, stationary men, moving women, moving men from an over twelve hour period, starting in the morning, I think even a fifteen hour period. And it was really interesting because, I mean you rarely found stationary women. So women rarely find space and sit where they can colloquially hang out. Women normally use public spaces with a purpose. So you are either going to work, going to the bus stop, dropping your children at school, going to the market. But you know groups of men hanging around in public spaces is a much more common sight than those of women using public spaces like that. But what we did find is that there were two times of the day that there were stationary women for fairly long periods, one was at seven o'clock in the morning and one was at one o'clock in the afternoon. So when we explored this, the morning was the time of school hours, it was the time women drop the children at the bus stop and pick up the children at the bus stop, and they use it, the women were actually spending more than an hour sometimes at the bus stop because it's a legitimate reason to be just seating or standing at a public space without having to answer anyone at that public space. So even if your child is to be picked up at one, you might go at twelve. It is a public space you can then legitimately appropriate for yourself without being (inaudible). In the UK they have come up with something, the meter of fear where women actually define a meter, and you decide on the meter of fear which spaces, which localities have a higher (risk), and this is done by the way but is not a sort of scientific standardised measurement, but it is just something that they want to view. It is really the idea were and when the safety (inaudible) and be taken a little bit further.

Now as I said, two of the initiatives are used in Canada and in other cities of the north. The focus was primarily on infrastructure design, sort of we are looking at bus stops, looking at signage, looking at street lighting, looking at the way the paths are designed and maintained. But over the past fifteen years, in adapting this to cities of Asia, Africa and Latin America, it has actually broadened the agenda a little bit because the focus on bringing this section of the agenda on particularly poverty. Because we have been talking about cities of the south and cities of developing nations. We talk about cities with a tremendous amount of poverty, a tremendous amount of slums of settlements, of informal settlements, homeless in some situations. So to address the tool, to use the tool, to be able to look at it from a single moment, point of view, it is a very inadequate tool. So I think it is really broad,

the use of the tool itself. Now I am going to quickly go through this. It has been done in many cities, but I just wanted to share with you the experience of Delhi, because that's what I am most familiar with. But just to give you an idea, we also looked at three other cities in this project, Rosario in Argentina, Dar El Salam in Tanzania and (inaudible), which is a small city in Russia, its bordering Finland. So this study actually has four cities. Now you must be wondering why these four cities, which is what most people do. It is a bit of a chance somebody said, we were looking at four cities which have already implemented some kind of programme or safety audits on women safety in the city, so it is really a project which is trying to build more existing knowledge. Now with this, they are only four cities, we were also looking for diversity in terms of size, diversity in terms of continents, so and we moved out to several groups and finally this were the four that we managed to put together. So it is not a scientific decision to take these four specifically. And really to look at the part of creating safer cities within the context of where the cities themselves are conceived and planned. Now I am going to just give you a go through the other cities for example Dar El Salam. This study is completed so we have completed the data collection, which included a street survey, which is really speaking to people in the street about their experience in the public, of sexual harassment in public and inclusion and sexual violence. The reason why this is also a fairly integrated thing is because it was not hassled surveyed. We actually said we will do it on the street, and we did it during the day time and twenty per cent at night, so that we can actually address women that are out after dark, because the reality is for most women in most cities the moment it turns dark it is a different city. Still in the daytime you can access the city in a more comfortable way.

So really in Rosario, I won't go through this, I will focus on Delhi, but just to give you an idea what are the things that each city have themselves to come up with. This is from a safety audit in these cities, as you can see it shows range of urban planning issues, transportation, which is another big issue that has come up, but also the nature of response from the government and community issues. So conflicting relations about neighbours was also brought up. And we have recommendations, the kind of things that came up. I am just going to give you the history to show you the similarities, but also the kind of differences that came out about some of the cities. In Rosario, it is because of the regional programme, the UNIFERM regional programme, a strong safer city women programme in five countries, so there is a strong sort of women's organisation, human rights group kind of programme. So the recommendations are not primary on a big design, but rather on a basis of working with the community, working with public spaces in the community, to make it more lively, more inclusive. Largely we found that the thrust of the

recommendation in Rosario has been on looking at community issues. In Dar El Salam on the other hand, rather it was really on street lights, signage etc., the issue of gas are very strongly there. I am just going to give you an idea from the work in the Dar El Salam. You can see that the recommendation there were much more focussed on issues of government planning, such as roads street lights, fencing, having signage, having a campaign strong as signage in public spaces, but also on community policing, and this one was specific to Dar El Salam, namely the issue of working with parents, with families, working with communities when we talk about addressing safety and crime reduction.

And the final was (inaudible) because some circumstances and most challenging for us. Again some of it was you know lighting, pavements, lack of information about transport routes, bus stops, market places, the banks etc. What was the most interesting in (inaudible) in our street survey, we had a question such as: Would you mind answering a question about your experience of sexual harassment? So in Rosario hundred per cent of the women had no problem, in Delhi ninety-seven per cent of women said they had no problem answering the question, in Dar El Salam again some ninety-five per cent of women answered the question, in (inaudible) seventy-five per cent refused to answer the question. So there is no culture there of speaking about it, so even to bring the issue up as an issue is where we have to start.

(Inaudible) is so clearly one of the kind. The way that you come up in different cities is quite interesting. They do talk about training, infrastructures between various camps. There, women safety is an issue and women need to begin talking about it. Even on domestic violence, in fact, there is some national legislation on domestic violence, but in the republic of (inaudible.) there is hardly enough talk about domestic violence or women violence, so most of the countries' programmes that haven't been established still needs to be worked out here.

So broadly these are some of the results. To show you that in some senses what is coming up from other cities is similar, but it is also very different. But it depends on the context of each of the cities that makes a difference. Now what I am going to do is really going into more details about Delhi. Delhi is a city at this point with fourteen million people in the city, but if you count the people in the region of Delhi, it is about seventeen or eighteen million, so it's a very large city. What we said in a map are different kind of public spaces, so we would put in middle class residential area, we would put in pre-settlements, we don't have slums but pre-settlement areas, market places, universities, railway stations, metro stations, bus stops, parks, and we mapped the city like this. These are the main maps, this was not done

with many designing power but like normal designing. We used the library designer, the graphic designer. The red spaces you see indicate the lack of safety for them, so they included physical things such as lack of lighting, and larger new buildings. In Delhi we have what we call demolition drives, a lot of illegal construction takes places in Delhi. Every now and then the government needs to crack down on the municipal corporation, so what happens is they come and demolish the building and then nobody does anything to that space so they become sought of places that anyone can hang around. So what we did is we met with people living there and talk to them about their perception regarding community. Some of the things we found was linked to infrastructure which we came across. One of the things in Delhi which is very strong are public toilets. There was a study done in Delhi, and this shows that only four per cent of the public toilets really have space for women. So there are actually no public toilets for women in the city. The ones that exist are in so poor conditions, and the designing of the public toilet is also very problematic. Men's public toilet is designed in a way that if there is a women public toilet, the women will pass through it, and sometimes it is designed in such a way that it is opens to each other, so when you are entering into a women's public toilet you actually have to look into men's toilet and that's the case of many places. Buses was another very big issue. This comes across in several surveys with a lot of people doing this campaign since 2004. We did a study then with the safety audits, we have done two surveys subsequently. With public transport and inside the buses and our bus stop is where women record the highest rates of sexual harassment. So this is specifically an area that we need to deal with. The presence of aisles in the street, the example being very famous of street paths for crossing the road for pedestrians, they use it in our country blindly, so I am not sure if it has its use here, the subway I think will mean something else for most countries. What we found in pedestrians subways was that if the subway had shops and windows, women will use it. If there were no windows in it, women will not use it, so really this notion of eyes on the street the fact that the space has other people who are constantly there makes a difference to women feeling comfortable to use the space. So we have actually chosen to talk to planners and say even when you design bus stops put in place windows. Because it is a struggle in Delhi now, because of the new drive to create this world-class city, we are gradually getting rid of vendors. The government is now trying to get rid of vendors. They want to get rid of street food vendors, so they are many lobbies, there are many groups who are working against it, but one additional sort of prospectus that we are trying to provide on it is to say that in effect it actually provides for the safety of people using private space, rather than making it exclusive and removing them. Of course, the problem is that since they are not given official, legal space to vend, they encroach upon

the sidewalks, but the solution to the problem is not to remove them, but to actually find legitimate places where they actually find and can do their economic work. And in Delhi one interesting thing came up, because women said they found problems in both crowded spaces and deserted spaces. So while deserted spaces follow a certain kind of fear, for example much fear of sexual assault or rape, in crowded spaces it was a sort of seen as providing the opportunity in a sense, for example falling against women in crowded buses.

I showed this in some of the maps that we did, now this safety audits as the work that we have done in a couple of areas took very diverse interventions and changes in the city, which has been quite positive for us. One was while we were doing the safety audits, a group of (inaudible) sort of happened to be at a meeting together. We shared our ideas. They said that they wanted to redesign the streets of the city. Because of the coming Commonwealth Games, the entire city is being redesigned very fast. So if you get a bid, the project gets through. You actually get money to do it extremely fast. So we actually worked with this. We conducted several safety walks in the area and did a survey with fifty women. This fed actually into the actual plan that this group presented to the civil corporation. It was accepted and it has been implemented. The thing is some of the more progressive parts of this design unfortunately have been deferred because of the Commonwealth Games. The Commonwealth Games have become this huge thing hovering over our heads right now, but we have been promised by the commissioner himself, it is just because we have to finish before the Commonwealth Games, but that it will be included. This is an area which has three, four public hospitals, including a maternity hospital, and it has the stock exchange, it has two colleges; so we need to look at ways of making it comfortable for women to actually sit and spend some time. Public hospital means it is also accessible by very poor people and by the middle class. The men's toilets were designed in this, what was actually bothering the whole city and what was actually known as open nudeness, so they [are] just tiled spaces [which] open out to the public. Women were not expected to walk round in public spaces. So since there is a change in the metro station, there is the bus stop, this has actually been quite an interesting experiment for us with very quick results. We found that in some cases, in Delhi especially, the willingness to listen from the government was there more than, say, the police in the other areas.

As we said it were physical factors, also the treating of sexual harassment is something that we have had to deal with. And across the board, we found that the burden of safety is placed on women and this is something we need to address. That women's safety is not a women's problem, it's really a problem of the city. If the city is not safe for women, it is something that all

the stakeholders of the city have to address. It is not that if you are a woman, don't go out here, don't wear this. You get in many countries if you do go to the police with a complaint, the first thing will be asked is why were you there, what were you wearing, who were you with? So the burden of safety often falls upon women themselves. So we should really change that. In India and many countries of the developing world, I think, we really look at the intersection of marginalisation in the city, the intersection of marginalised identity. Being a poor young girl going to school, will be very different from somebody who is living in a more integrated community, who is able to travel by private transport to school and gets picked up by a driver or by her mother or father. So we need to be very sensitive to that difference. In Delhi, we did find that actually for example the lack of safety in school buses contributed to girls being pulled out of school. So what we are saying actually is that the lack of safety has impacts on women's life well beyond just the actual violence that they face. For example, women often don't take jobs which may need them to be out at night, which may need certain kinds of engagement with public spaces which they feel they might not feel comfortable doing it. We did something actually in one of the communities in what is really to work with a group of young boys and girls in the slum area and then map their own spaces, and why I really want to talk about this is, it was really fascinating. We mapped the entire thing. There was a lot of problems, but the main problem was, we didn't have a playground because often for poor communities what is sacrificed is a place of play. They usually just play on the streets, so we brought it to them and they approached the authorities. They cleaned that one park, trees were planted and they started playing and then the girls came to us and said they still can't play because the boys play cricket, and the moment boys take over public space playing cricket, nobody else can play there, you know. So then there was a need to address the issue of the next level because for us, we got a problem solved, but one we thought of. We actually gave it a space we found. The other very interesting intervention we had was with the Delhi Transport Corporation, which has over about twenty thousand buses now. They agreed to that we could work with the bus drivers and conductors. We did a sensitisation of three thousand drivers and conductors in 2007. Recently, we have done training and they have launched a plan, so we need to say that if within a bus there is a problem, can we begin to address some of the stakeholders, for example the fact that if the conductor can play a role and he is turning his face away when something needs to take place. Unfortunately, we have no women drivers in buses and it is, I understand because it will be difficult for them to function in such a public space.

Just to conclude so, to really supplement the work that we have done now, the Delhi government really bought into the idea quite well, because this campaign we have been running since 2004. Recently, with the Delhi government family unit, we completed the survey of six thousand women across the city, organised campaigns in the streets, so in a sense this is going to function as a baseline to us across the city, and this was disseminated by the minister herself, woman who is a minister for women and child development. Finally, as I have said, we have signed an agreement with the Delhi government now. So in a sense this entire campaign in taking the women's voices and doing the surveys, focus groups and safety audits in Delhi has actually come to a certain point. We have a government that has not actually done anything except sign at this point, but they are sort of committed to say, we are going to address women safety as an issue, so somewhere we are having data, just partnering now with the government to prepare a strategic framework so that it is done not in an one-off intervention, as for example the DTC, the Transport Corporation. Our point is that we are ready to make it more sustained.

Question: I do believe you talk about violence often; this violence is multi-levelled?

Answer: You know, it's very much an issue, my point I was trying to make is actually, there is a lot of work being done to address the public violence and domestic violence and the aim of this entire work is really to also address, to bring to the notice of the policy makers and others. It is also an issue of public violence, in India there is ... we have very good legislation on domestic violence, very progressive legislation.

Question: Maybe just to follow up, I think, one of the challenges is that for example, a project that I worked in, which is about South Africa, the internal domestic violence doesn't stay with girls. The physical pains is a secondary issue. I mean I don't think it is a subject for research as much as it needs to be.

Answer: I fully agree with you, it is a strategic division we have put at this point because of the kind of stakeholders we are going to address in public violence, and because one is linking to the nature of development. In a sense, you are addressing a different set of stakeholders who you can make answerable to you. As I said in the beginning, I mean the prospective within which we work is clear. There is a contention with violence, and the organisation in which we run the violence intervention centre for twenty-five years, we have a crisis. I can see your point, for us it is all integrated, just I am presenting this part of the work, but it is certainly an issue and if you are saying we have various forms of abuse I think then the way one has to structure the intervention is quite different.

Question: I was wanting to ask about the statistics.

Answer: Just to answer statistics, is not that we haven't used it, but the fight is on the violence against women. We know that it's really just the tip of the iceberg which is reported, so if you really want to have an understanding of the nature of the things that we are dealing with, I think that supplement crime will tell before we begin planning intervention and designing programmes.

Chair: Okay, thank you very much for that. I think that all of the presentations that we've had so far this morning have been providing a lot of food for thought for the group discussions that you are going to be moving into after lunch.

So now it is my pleasure to hand you over to Mr Erich Marks who is the director of the German Crime Congress and he is going to bring together different perspectives, networking and sharing knowledge and experiences in this crime prevention environment. Thank you.

Crime prevention as an ongoing process of institutional cooperation and crime policy development¹

Mr Erich Marks

Director of the German Congress on Crime Prevention

This chapter reflects some central experiences of the last fifteen years in crime prevention projects, activities and strategies in a German and European context. It also gives a short overview of two institutions the author is working for as executive director: the German Congress on Crime Prevention (Deutscher Präventionstag – DPT) and the Lower Saxony Crime Prevention Council (Landespräventionsrat Niedersachsen – LPR).

1 Long version of a lecture by Erich Marks at the InWent conference “Cape Town Dialogue 2010” (2010/09/21-22) at the School of Public Health, University of the Western Cape in Cape Town, South Africa. For more information about this conference, see <http://www.erich-marks.de/nano.cms/Cape-Town-Dialog-2010>

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A. Current Experiences with Crime Prevention in the German and European Context

The style of numerous international studies and publications,² including the UN publications³ issued thus far on crime prevention, show that on the one hand, there exists worldwide an increasing number of fundamental and principal insights, issues and recommendations with general relevance. On the other hand, there is no alternative to having every state, every society and every region develop and continually foster their own culture of (crime) prevention.⁴

We in Europe can look back on the past thirty years as showing a very positive development of projects, programmes and methods of crime prevention. This development, both qualitative and quantitative, has been observable in a largely parallel manner in the various states and in the European Union overall, as well as in scholarly and non-governmental organisations at the European level. Several central European organisations and institutions that focus on the field of crime prevention should be enumerated here. These

2 On this point, cf. with additional citations the first “International Report Crime Prevention and Community Safety: Trends and Perspectives (2008)” of the International Centre of the Prevention of Crime (ICPC), which was published in 2008: http://www.crime-prevention-intl.org/publications/pub_201_1.pdf; the second report was published in 2009 at the UN World Congress in Salvador.

3 <http://www.unodc.org/unodc/en/justice-and-prison-reform/tools.html>

4 Cf. Kulach/Whiskin/Marks: Cultures of Prevention – Urban Crime Prevention Policies in Europe: towards a common Culture? (2006) http://www.urbansecurity.org/fileadmin/efus/pdf/gb_pub_justy.pdf

include the supranational structures of the Council of Europe,⁵ the European Parliament⁶ and the European Union⁷ with the European Network for Crime Prevention (EUCPN).⁸ Noteworthy in the area of academia and the European Institute for Crime Prevention and Control (HEUNI)⁹ and the European Society of Criminology (ESC);¹⁰ and among non-governmental organisations, the European Forum for Urban Safety (EFUS)¹¹ and the Annual International Forum for Crime Prevention (AIF)¹² of the German Congress on Crime Prevention. This listing is not meant to be exhaustive; rather, it is designed to make clear the breadth of the existing professional organisations.

The following comments will strive to briefly portray and summarise some central experiences and insights from the point of view of the author:

1. Crime prevention is primarily a community task

Crime prevention has developed as a primary task for communities and cities. It is organised in a very citizen-oriented manner; in larger cities, this increasingly means at the level of city districts. The following principle has taken hold among the leadership of the numerous established community prevention groups in Germany: Crime prevention is a matter for the upper echelons of leadership and is a mayoral obligation. The Zaragoza Manifesto of 2006 contains more detailed references to the continually increasing significance of community-based crime prevention and its current self-understanding at the European level.¹³

2. Crime prevention is an interdisciplinary network

Central services and professional groups in regional and supraregional networks for crime prevention specifically include the police, justice system, schools, health care system, as well as juvenile and social authorities. The police often assume a special role within the network. In this process, it has been shown that successful crime prevention can be achieved neither alone

5 <http://www.coe.int/DefaultEN.asp>

6 http://www.europarl.europa.eu/news/public/documents_par_theme/902/default_en.htm

7 http://europa.eu/pol/justice/index_en.htm

8 European Forum for Crime Prevention <http://www.eucpn.org>

9 <http://www.heuni.fi>

10 <http://esc-eurocrim.org>

11 <http://www.urbansecurity.org>

12 <http://www.gcocp.org>

13 “Security, Democracy and Cities”, the Zaragoza Manifesto 2006 <http://zaragoza2006.fesu.org/index.php>

by the police nor without their active cooperation. Community prevention groups are increasingly receiving financial support through special regional promotional associations, and most recently local citizens' foundations as well.

3. Crime prevention is a responsibility concerning all of society

Crime prevention cannot be the sole responsibility of an interdisciplinary network of state offices. Active involvement by non-governmental organisations, private aid organisations, associations, religious congregations as well as the industrial sector is required in order to achieve a common responsibility of society.¹⁴

4. Crime prevention requires citizen commitment

Concrete opportunities to become involved are becoming ever more complex for citizens, their representatives and experts. More than ever, the principle is that we must think globally in order to be able to take effective action locally. The continued development of our civil society also involves making our society safer and more pleasant for the community, because citizen commitment, democratic participation and civic courage hold our society together and serve to prevent crime as well.¹⁵

5. Crime prevention requires close cooperation with other fields working on prevention

The goal of crime prevention may be attained only in close cooperation with other fields of prevention, such as addiction prevention¹⁶ and traffic safety.¹⁷ But crime-prevention goals may also be a side effect of other fields working

14 More details, e.g. for the Netherlands, are available from the Netherlands Centre for Crime Prevention and Community Safety www.theccv.eu and in Germany's Leipzig Declaration of the German Congress on Crime Prevention (Leipziger Erklärung des Deutschen Präventionstages) (2008)

15 Cf. On this point with additional authority the Hanover Declaration (2009) of the German Congress on Crime Prevention (Hannoveraner Erklärung (2009) des Deutschen Präventionstages) <http://www.praeventionstag.de/nano.cms/de/Dokumentation/Details/XID/868> in English, available as of early Anfang 2009 at <http://www.gcocp.org>

16 More details can be found, e.g., at the German Centre for Addiction Issues (Deutsche Hauptstelle für Suchtgefahren) http://www.dhs.de/web/bibliothek/onlineforschung_detail_schlagw.php?page=49&schlagw=Verkehr and, in the European context, at EMCDDA, European Monitoring Centre for Drugs and Drug Addiction www.emcdda.europa.eu

17 Cf. e.g. a peer project in cooperation with driving schools <http://www.bzga.de>

in prevention, such as health care.¹⁸ The definition of expert interfaces and mutual acceptance of the various goals and methods, as well as expert processes and standards among the different fields of prevention has proven particularly important in this context.

6. Crime prevention must be a holistic strategy

Experiences from past years and decades show that crime prevention must be understood as a systemic and holistic attitude, goal and strategy. No matter how positive developments have been in terms of specialisation and quality enhancement in the various professions and disciplines, special significance must be accorded to continual improvements in networking and a more consistent holistic view of individuals, groups and situations.

7. Crime prevention is a long-term and sustainable form of action

Research results document the outstanding effect of crime-prevention strategies in attaining long-term and sustainable success in reducing crime. Orientation to the principles of sustainability is increasingly being seen and accepted as an imminent and self-explanatory interim goal of all (crime) prevention efforts.

8. Crime prevention is primarily a process-oriented attitude

Even only in the German-speaking countries, crime prevention is defined in various ways.¹⁹ We must take into account that (crime) prevention is primarily an attitude, and a permanent process of learning and development for individuals, groups and the whole of society.

9. Crime prevention is a problem- and cause-oriented strategy for solution

Effective crime prevention is cause-oriented. Concrete projects, strategies and methods of crime prevention depend upon the actual problems on site. More details can be found, for example, under the keyword “Problem-oriented policing.”²⁰ The call for stable, evidence-based crime-prevention measures, which is continually increasing, must be followed with determination. Relevant research results worldwide confirm that crime prevention attains the most possible positive effects when it is oriented to strategies and

18 Cf. with additional authority Federal Centre for Health Education (Bundeszentrale für gesundheitliche Aufklärung) <http://www.bzga.de>

19 On this point, cf. e.g. <http://de.wikipedia.org/wiki/Kriminalpr%C3%A4vention>

20 <http://www.popcenter.org>

methods whose effectiveness can be empirically assessed and confirmed.²¹ Most recently, there has been an increase in the number of evaluated strategies and approaches. Core tasks now include improving acceptance of these strategies and transferring them into practice.

10. Crime prevention is an effective approach to almost all criminal offences

In principle, approaches to crime prevention are not bound to certain criminal offences. The focus of crime-prevention activities continues to be on the areas of mass, violent and youth crime; however, other areas such as economic crime or crimes against senior citizens are increasing in significance. And we must also not lose sight of the fact that our current global and core problems, which are all situations calling for prevention – in addition to war and terrorism, these include climate change, world nutrition, energy supply, and globalised financial transactions – have consequences that will substantially influence new developments in crime prevention.

11. Crime prevention is economically successful

Particularly in the English-speaking world, evaluations and meta-evaluations have shown that crime prevention projects – especially when viewed from a middle- and long-term perspective – may recoup the funds invested several times over by way of savings in the fields of justice, social welfare and health policy.²²

12. Crime prevention requires specific prevention management

Meanwhile, we are able to take advantage of numerous trusted tools and management recommendations to professionally manage crime prevention projects. Some examples include the crime analyses by Ron Clark and John

21 Cf. with additional authority: Institute of Criminology of the University of Cambridge <http://www.crim.cam.ac.uk>

22 More details can be found at the North American institutions Campbell Collaboration <http://www.campbellcollaboration.org>, Centre for the Study of Prevention of Violence <http://www.colorado.edu/cspv/blueprints> und Jerry Lee Centre of Criminology <http://www.sas.upenn.edu/jerrylee>

Eck,²³ the “Guidance on Local Safety Audits,”²⁴ the 5 Is approach by Paul Ekblom,²⁵ and the “communities that care” programme.²⁶

13. Crime prevention develops its own standards

Development, application and continued furtherance of standards for quality management in crime prevention are increasing in significance. One concrete example of this is the Beccaria Standards.²⁷ These standards offer guidelines to developers, actors and others responsible for crime prevention for ensuring the quality of their crime prevention activities. They are designed to ensure that planning, implementation and evaluation of crime prevention projects are oriented to quality criteria, i.e. projects are conceived in a way that makes them generally subject to evaluation. As such, the standards include benchmarks and demands in terms of the quality of planning, implementation and evaluation of crime-prevention programmes and projects.

14. Crime prevention requires evaluation

An ever-increasing number of projects and programmes in crime prevention are being evaluated, and this contributes significantly to an improved and more effective crime prevention. This is associated with an improved exchange between the often strictly separated fields of policymaking, practice and academia regarding the goals and effects of crime-prevention measures; and it benefits all participants²⁸. One important condition for increased evaluation of activities in crime prevention is a solid advance description of problems and data to be collected.

15. Crime prevention requires exchange and benchmarking

Projects, programmes and specific crime-prevention measures should not only be evaluated more systematically; rather, benchmarking processes

23 Clarke & Eck: “Become a Problem-Solving Crime-Analyst in 55 small Steps” <http://www.popcenter.org>

24 Guidance on Local Safety Audits: A Compendium of International Practice, published by the European Forum for Urban Safety (EFUS), Paris 2007, ISBN 2-913181-30-9, <http://www.efus.org>

25 On this point, cf. <http://www.designagainstcrime.com> or <http://www.beccaria.de>

26 On this point, cf. for the USA <http://ncadi.samhsa.gov/features/ctc/resources.aspx>, for the Netherlands <http://www.ctcholland.nl> and for the adaptation currently underway in Lower Saxony, Germany <http://www.lpr.niedersachsen.de>

27 http://www.beccaria.de/nano.cms/de/Beccaria_Standards/Page/1

28 More details may be found, e.g., at the site of the CRIMPREV European initiative (Assessing Deviance, Crime and Prevention in Europe) <http://www.gern-cnrs.com> as well as at <http://www.crimereduction.org>

should be compared and improved at both the national and international levels. In addition to “good practice” and “best practices” processes, relevant interdisciplinary congresses²⁹ as well as awards and prizes³⁰ also have a quality-enhancing effect.

16. Crime prevention is applied subsidiarity

Today, crime prevention is undertaken at a total of five levels: local, regional, national, continental, and global (international as well as supranational). It has become clear that defined work division and coordination between all organisations and institutions working at the various levels are particularly important for successful crime prevention. Actors at the various levels have different tasks which, to the extent possible, should be structured based upon an underlying fundamental understanding and therefore result in an effective overall concept.³¹

17. Crime prevention is developing into a qualified professional specialty

The necessity of additional specialisation in the areas of planning and management, as well as new challenges in the area of knowledge management, have resulted in initial plans for specific training courses in crime prevention. In the past several years, specialised advanced training programmes have been developed in several European countries for full- and part-time employees in various fields of crime prevention.³²

18. Crime prevention is oriented toward enlightened crime policies

The statement by Cesare Beccaria (1738-1794) still holds true: “It is better to prevent crime rather than to punish it.” Crime prevention is most successful where it is a firm portion of a rational and enlightened policy and criminal

29 For example the annual German Congress on Crime Prevention <http://www.gcocp.org> or the annual Colloquium of the ICPC http://www.crime-prevention-intl.org/menu_item.php?code=annual_colloquium

30 Examples include the Stockholm Prize in Criminology www.criminologyprize.com, the European Crime Prevention Award (ECPA) www.eucpn.org and the German Prize for Crime Prevention (Deutsche Förderpreis für Kriminalprävention): http://www.stiftung-kriminalpraevention.de/index_home.html

31 Information regarding the definition of the subsidiarity principle can be found, e.g., at Wikipedia: <http://en.wikipedia.org/wiki/Subsidiarity>

32 Cf. on this point the article by Meyer/Coester/Hasenpusch/Marks in this publication as well as at www.beccaria.de

policy and is built upon human rights and a democratic state following the rule of law.³³

19. Crime prevention has an important connection to restorative justice

The approaches of mediation, conflict management and offender-victim mediation have developed very positively in the past several years. The restorative justice approach³⁴ meanwhile makes an important contribution to the continued development of modern societal cultures of conflict. The concepts of victimology,³⁵ restorative justice and crime prevention are complementary approaches and concepts.

20. Crime prevention needs cross-border cooperation

The European Union has been carrying out specific funding programmes on crime prevention for more than ten years (e.g. within the scope of the GROTIUS, AGIS and ISEC programmes, among others)³⁶; and this has shown the necessity – and above all the opportunities and advantages – of supranational cooperation within the Third Pillar of the EU.³⁷ Of equal significance are the various proposals adopted by the Council of Europe³⁸ in the past decades.

21. Crime prevention also works through adaptation

Like in all other areas, the wheel does not constantly need to be reinvented in crime prevention. Examples of the adaptation of successful programmes and projects from other countries are the Nurse Family Partnership Programme (NFP)³⁹ by David Olds and its adaptation by the Pro Kind Foundation in

33 Regarding the principles of enlightened crime policy, cf. Lawrence Sherman: Enlightened Justice: Consequentialism and Empirism from Beccaria to Braithwaite, in: Marks, Erich & Meyer, Anja & Linssen, Ruth (Eds.): Quality in Crime Prevention, Hanover 2005, ISBN 3-8334-4194-1, http://www.beccaria.de/Kriminalpraevention/en/Documents/beccaria_quality%20in%20crime%20prevention.pdf

34 www.restorativejustice.org

35 On this point, cf. World Society of Victimology <http://www.worldsocietyofvictimology.org>

36 http://ec.europa.eu/justice_home/funding

37 Pursuant to the Lisbon Treaty of 2007 (http://en.wikipedia.org/wiki/Treaty_of_Lisbon, the former “police and judicial cooperation in criminal matters” of the current “3rd pillar” is now termed the “area of freedom, security and justice” as a portion of the “internal policies and measures of the European Union.”

38 www.coe.int

39 www.coe.int

Germany,⁴⁰ as well as the programme Communities that Care (CTC) in the Netherlands and Germany (Lower Saxony).⁴¹

22. Crime prevention is not a punishment

As the term implies, crime prevention is an attitude of anticipation and strives to preclude the criminal offence; as such, it should not be equated or confused with a reaction to or punishment for crime. Stated differently, crime prevention is neither a substitute nor an alternative to sanctions imposed after crimes have been committed. Nonetheless, the principle applies that in cases of doubt, less intrusive sanctions exhibit a better tertiary preventive effect.

23. Crime prevention serves to increase reporting of crime

Using the example of the new manner of dealing with the problem of domestic violence in most European countries, we can see that measures at the interface between intervention and prevention are also suitable to allow more criminal offences to be reported and included in criminal statistics, thus reducing the number of unreported crimes.⁴² Extensive scientific research confirms these findings.⁴³

24. Crime prevention is strongly influenced by the Internet

The rapid and irrevocable expansion of the Internet has manifold effects on crime prevention. The spectrum ranges from improved approaches to information, counselling and communication in the area of crime prevention, to addressing new offences and forms of criminality, to the problems resulting from new forms of addiction.

25. Crime prevention is an effective form of victim protection

Within the past two decades, we have gained the insight that victim protection and assistance on the one hand, and crime prevention on the other, are not opposites; rather, they supplement and condition one another. One significant example of this development and attitude is the mission statement

40 Lower Saxony Criminology Research Institute (Kriminologisches Forschungsinstitut Niedersachsen) <http://www.kfn.de> and the Pro Kind Foundation <http://www.stiftung-pro-kind.de>

41 Narcis <http://www.narcis.info> and the Lower Saxony Land Prevention Council <http://www.lpr.niedersachsen.de>

42 More information is available at http://www.coe.int/t/pace/campaign/stopviolence/default_EN.asp

43 For example the student surveys taken by the Lower Saxony Criminology Research Institute at http://kfn.de/home/Forschungsbericht_107.htm with additional authority

and institutional self-understanding of the largest German victim assistance organisation, WEISSER RING,⁴⁴ at the European level Victim Support Europe,⁴⁵ and at the international level the World Society on Victimology.⁴⁶

26. Crime prevention has limits

Going forward, crime prevention will require a more precise, concrete formulation of personal and societal purposes, goals and visions. In this, we cannot lose sight of the area of tension between freedom and prevention. Prevention must not be confused with an attitude of risk elimination in principle. The ethical basic principle of dual effect must thus always be taken into account in the field of crime prevention.

To conclude, reference should be made to the continued development of deliberations for concrete strategies and cooperative projects for an increasingly global crime prevention which must be globalised. Crime prevention strategies and concrete projects exist throughout the world and are, dependent upon their respective local societal, state and economic realities, extremely diverse in terms of their problems, goals and resources. Nonetheless, in the World Wide Web, these diverse approaches are only a few mouse clicks away from one another. More than ever, the principle is that we must think and communicate globally in order to be able to act effectively locally. Another important principle is that we must learn and gain experience in the field of crime prevention; that we must better share and consolidate efforts to work on the problems that exist worldwide; and that we must refine existing strategies to improve and resolve problems.

B. The Lower Saxony Crime Prevention Council – CPC

In Germany, crime prevention is the responsibility of all three levels of government: Federal, State and Municipal.

At the Federal level, there is an interdepartmental working group of several Ministries, the German Forum for Crime Prevention in Berlin, the German Congress on Crime Prevention (with its secretariat in Hanover) and the German Youth Institute in Munich and Halle. Among the joint Federal/State activities in the field of crime prevention, the conferences of ministers (primarily of justice and the interior), the Centre for Criminology in Wiesbaden and the Programme for Police Crime Prevention are most prominent.

44 <http://www.weisser-ring.de/internet/index.html>

45 <http://www.victimsupporteurope.eu>

46 <http://www.worldsocietyofvictimology.org>

At the level of the sixteen individual States, there are state crime prevention bodies with tasks similar to the one in Lower Saxony, although not always as differentiated and as resourceful. The majority of crime prevention efforts take place at the municipal level, either by individual public or private organisations, or in concert with a local crime prevention board. All in all, there are approximately 2000 crime prevention bodies and networks at all levels of government in Germany.

The Crime Prevention Council of Lower Saxony (LPR)⁴⁷ was founded in 1995 on the basis of a resolution of the Lower-Saxony State Government and was given the following mission:

- The reduction of crime occurrence in Lower Saxony
- The improvement of the subjective feeling of security of Lower-Saxon citizens

Since its founding, the LPR is oriented to society as a whole. Crime prevention is a joint task for governmental agencies and non-governmental organisations and various action groups established by citizens and civil society. The LPR has continuously grown since its founding. The approximately 250 LPR member organisations include government departments, authorities, associations, scientific institutions and above all almost 200 municipal crime prevention bodies and supporting associations.

Advice to Measure! – Municipal prevention efforts

The Secretariat of the Crime Prevention Council supports the municipalities in the field of crime prevention. Among the services provided are

- on-site consulting on issues relating to the establishment of a crime prevention council
- project-planning and related advice
- moderating events and workshops
- advancing and funding crime prevention projects
- information and dissemination of knowledge by an electronic newsletter, a website and by large-scale congresses.

The objectives of the Crime Prevention Council of Lower Saxony:

- The LPR strengthens crime prevention at the municipal level.

⁴⁷ www.lpr.niedersachsen.de

- The LPR develops concepts and describes the framework conditions for their implementation.
- The LPR promotes quality assurance and improvement in crime prevention.
- The LPR offers a platform for information and knowledge transfer.
- The LPR co-ordinates and supports network formation for crime prevention.
- The LPR co-operates with crime prevention institutions outside Lower Saxony.
- The LPR imparts prevention competence.
- The LPR makes public the objectives, contents and methods of crime prevention of society as a whole.
- The LPR encourages the citizens' commitment to crime prevention.

Domestic Violence⁴⁸

One out of four women in Germany is at least once in her life a victim of violence by an intimate partner. Many of these women suffer for a long time from an abusive relation and its consequences. Children, too, can be seriously affected by witnessing such violence. In order to protect and support abused women and their children adequately, police, justice, social services, and counselling centres have to work hand in hand. As a consequence, the government of Lower Saxony has joined several measures concerning the intervention against and the prevention of domestic violence in an interdepartmental plan of action for combating domestic violence. It has also established a coordinating office within the Crime Prevention Council for executing this plan of action. The Coordinating Office "Domestic Violence"

- supports practitioners in the development of local and regional cooperative structures
- organises and supports training for social services, women's counselling centres, police, and justice
- works as a clearing-house for information between the municipal and the state level
- develops concepts for intervention against and prevention of domestic violence.

48 <http://www.lpr.niedersachsen.de/nano.cms/de/Aktivitaeten?XAction=Details&XID=34>

Against Right-Wing Extremism – for Democracy and Tolerance⁴⁹

The Crime Prevention Council's work on right-wing extremism focuses on:

- the administration of the federal programme "Youth for Diversity, Tolerance, and Democracy – against Right-Wing Extremism, Xenophobia and Anti-Semitism"
- a series of events called "Assuming Responsibility in the North"
- the project "Red-Colourful-Card Against Right-Wing Extremism – For Democracy and Justice"
- participation in the implementation of local analyses in the research project "Group-focused Enmity", conducted by the Institute for Interdisciplinary Research on Conflicts and Violence at the University of Bielefeld by administering the federal programme "Competent for Democracy – Consulting Networks against Right-Wing Extremism".

The CPC can also react immediately and efficiently to problematic situations arising in the context of right-wing extremism, xenophobia, and anti-Semitism in Lower Saxony. Citizens, representatives of municipal or state politics, youth- and social workers and others being confronted with a problem related to such attitudes may contact the CPC directly.

Social area-based Prevention in Networks⁵⁰

With the pilot-project "SPIN – Social area-based Prevention in Networks" funded largely by the European Union the CPC will test and adapt the "Communities That Care" (CTC) concept for use in the federal state of Lower Saxony to encourage evidence-based prevention in communities and promote an exchange of experience with other European countries using the CTC approach.

The CTC-process is a long-term prevention strategy developed in the USA. It is underpinned by research evidence on factors of risk and protection, connecting certain conditions in children's lives and the likelihood of subsequent problem behaviour. It helps communities to select proven prevention programmes to address the most pressing risk factors. CTC provides communities with a manualised operating system including:

- assessment tools to identify and measure the level of risk- and protective factors in an area, to prioritise and then to target them with interventions

49 <http://www.lpr.niedersachsen.de/nano.cms/de/Aktivitaeten?XAction=Details&XID=21>

50 <http://www.lpr.niedersachsen.de/nano.cms/de/Aktivitaeten?XAction=Details&XID=80>

- a data bank providing evidence and information on programmes that are effective in reducing risk factors or showing promise of doing so
- on-site training and assistance in a step-by-step process to foster joint prevention planning and to define measurable outcomes that can be tracked over time.

International Relations of the CPC

International contacts are necessary today to profit from experiences abroad, learn about new developments and find partners for cooperative efforts. Due to projects co-funded by the European Commission (SPIN and Beccaria), partnerships with organisations in a dozen EU-member states have been established.

Apart from these relations, the CPC is part of the European Forum for Urban Safety (EFUS) and its German chapter DEFUS has close links to the International Centre for the Prevention of Crime (ICPC), the United Nations Office on Drugs and Crime (UNODC), the European Crime Prevention Network (EUCPN), the Annual International Forum (AIF) within the German Congress on Crime Prevention, and the international working group on Communities That Care, to name but a few examples.

Several of the CPC staff are members of international scientific societies such as the European and the International Society of Criminology.

Conferences and Events for the Public

In order to disseminate recent scientific findings and examples of best practice concerning crime prevention, but also to provide opportunities for informal networking among researchers, administrators and practitioners, the Crime Prevention Council regularly organises or participates in large scale conferences and public events. Among them were the “Conflict Management Congress” and the conference on “Society engaged in Prevention” in 2008 and the 14th German Congress on Crime Prevention in Hanover in 2009.

The CPC is in close contact with the German Congress on Crime Prevention, which has its secretariat in Hanover. It is the largest European annual conference on crime prevention and related issues – there were more than 3000 participants in 2009 and some 300 presentations, lectures, workshops etc. The Congress includes an international platform for an interdisciplinary exchange in English, the Annual International Forum. The 15th Congress will be held in Berlin in May 2010, focusing on the role of education in crime prevention.

The Lower Saxony Crime Prevention Conference is a bi-annual meeting of experts involved in societal crime prevention in Lower Saxony. It demonstrates the wide spectrum of current approaches and initiatives in Lower Saxony and serves to facilitate contacts, networking and the exchange of experience among practitioners in municipal crime prevention. New practical, scientific and political or legal developments are presented in lectures and workshops as well as an extensive exposition.

The Beccaria-Programme: Quality through Competence⁵¹

The issue of quality in crime prevention work is closely related to the issue of what we can achieve and what we want to achieve. Effective and lasting/sustainable crime prevention presupposes professional competence and knowledge. The teaching of special prevention knowledge is the concern of the Beccaria-Programme.

The Beccaria-Programme

- stands for three subsequent EU-projects:
 1. Quality-Management in Crime Prevention (2003 – 2005)
 2. Training in Crime Prevention (2005 – 2007)
 3. Knowledge-Transfer in Crime Prevention (2008 – 2011)
- offers the Beccaria-Standards for planning, administering and evaluating intervention or prevention projects in more than a dozen languages
- teaches professional knowledge for crime prevention work
- trains people active in crime prevention in the Beccaria-Qualification-Programme
- advances quality in crime prevention with a view to the future.

51 <http://pr.niedersachsen.de/nano.cms/de/Aktivitaeten?XAction=Details&XID=42>

C. BECCARIA-STANDARDS⁵² for ensuring quality in crime prevention projects Preface⁵³

Quality criteria for planning, implementing and evaluating crime-prevention projects have hardly existed up to now. The professional exchange on this complex of topics is also still at the very beginning nationally as well as throughout Europe. Standards as a yardstick for checking project scheduling and implementation are an initial step on the way to checking the effectiveness of crime-prevention projects and to an increased quality orientation.

The present Beccaria standards have been developed in the framework of the “Beccaria Project: Quality Management in Crime Prevention”. This project was supported by the AGIS programme of the European Commission. The Beccaria standards are intended as a recommendation for an increased quality orientation in prevention work. They are an initial outline for discussion and should be consistently improved and developed further through the widest possible debate. Working aids (7 steps) for the concrete implementation of the Beccaria standards can be downloaded for free.⁵⁴ The Beccaria standards are available in sixteen languages.⁵⁵

The Beccaria standards include measures and requirements for quality planning, execution and assessment of crime prevention programmes and projects.⁵⁶ They apply to the following seven key steps of a project:

1. Description of the problem
2. Analysis of the conditions leading to the emergence of the problem
3. Determination of prevention targets, project targets and targeted groups
4. Determination of the interventions intended to achieve the targets
5. Design and execution of the project
6. Review of the project’s implementation and achievement of objectives (evaluation)

52 The standards are named after the philosopher [Cesare Beccaria](#) (1738-1794). Beccaria was an advocate for criminal law reform and is considered a pioneer in modern criminology. He emphasised the primacy of preventative crime policy: “*It is better to prevent crime than to punish it.*”

53 Developed by Dr Volkhard Schindler, Jörg Bässmann, Erich Marks, Dr Anja Meyer, Dr Ruth Linssen

54 www.beccaria-standards.net

55 Arabic, Chinese, Croatian, German, English, French, Hindi, Korean, Portuguese, Russian, Spanish, Turkish and (preliminary documents) in Czech, Hungarian, Lithuanian and Polish.

56 In the following, only projects are referred to, similarly, the programmes are enclosed.

7. Conclusion and documentation.

The Beccaria standards offer a manual for developers, players in the field and other people with responsibility in crime prevention to ensure the quality of their crime prevention work. Whoever is responsible should ensure that

- a. they align the planning, implementation and review of crime prevention projects with the quality criteria outlined in science and literature.
- b. projects are designed in such a way that they can be evaluated.
- c. scientific experts, advisors, contracting bodies and sponsors are at hand to provide a technical basis for judging the project's targeting of objectives and quality.

The Beccaria standards describe an overall programme of requirements to ensure quality. A satisfactory guarantee for the quality of a project can only be achieved by complying with the overall programme. The individual requirements are always in step with each other. Selective attention or inattention to particular steps of the Beccaria standards would be detrimental to the level of quality.

The following points are to be considered and implemented along with the Beccaria standards:

1. Beccaria Standard: Description of the problem

1.1 The existing problem is recognised and precisely described in its current state. It is thus explained:

- What exactly the problem comprises, how it manifests itself, what kind of crime it covers.
- Where the problem arises in the defined area, over what time scale and to what extent.
- Who is directly or indirectly affected by the problem (description e.g. by age, gender, social characteristics, background).
- What direct and indirect effects the problem has.
- How long the problem has existed and whether it has changed (especially recently – e.g. growth, special reasons).
- Whether the solution to the problem is being worked on in a specific place. Who is working on it at present or who should work on it in the future (youth help, teachers, police, state prosecution service)? Which methods were chosen to solve the problem and with what degree of success?

- 1.2 Information is provided on who the initiative for the project came from as well as what prompted the project (e.g. complaints/reports from the public, approaches from the Youth Welfare Office or suggestion by the police).
- 1.3 It has been well established by research that action is needed to solve the problem.

2. Beccaria standard: Analysis of the conditions leading to the emergence of the problem

- 2.1 To explain the problem in question, appropriate theoretical as well as empirical findings are taken into consideration.
- 2.2 The variables thought to significantly influence the incidence of the problem are considered and labelled – risk factors⁵⁷ as well as protective factors⁵⁸.

3. Beccaria standard: Determination of crime prevention goals, project goals, and targeted groups⁵⁹

In determining goals, a basic distinction must be made between crime prevention and project goals. The crime prevention goals and project goals of every project must be specified clearly and precisely.

Crime prevention goals (sometimes referred to as overall goals, global goals or general goals) are always directed towards the actual crime prevention concerns of the project. These concern the (objective) containment of crime (prevention and/or avoidance of criminal acts) or the improvement of subjective security (strengthening the feeling of safety as well as reducing the fear of crime). For example, the crime prevention goal of a project could be a thirty per cent reduction in youth assaults in the school area of city A.

Project goals, on the contrary, are the direct objectives for which a project aims. The following project goals could exist for a project with the crime prevention goal of reducing youth assaults in schools: Improvement of the general school atmosphere, strengthening of pupils' social skills especially regarding fights, and a higher level of social control in school.

57 Risk factors are influences that can be detrimental to a child's conduct, for example child neglect, contact with delinquent peers and deterioration of neighbourhoods.

58 Protective factors can hinder the emergence of crime. For example, stable emotional bonds between youths and their parents, alarm systems in parked cars, clear lines of sight and lighting of public places which are considered trouble spots.

59 There can be one or more crime prevention goals as well as one or more project goals and target groups in a project. When describing the Beccaria standards, only the plural form is used.

Project goals must have a theoretical connection with crime prevention goals: in achieving a project goal, it must be possible to work towards the existing crime prevention goal at the same time.

The project goals can be demonstrated using criminological theories as well as theory-based assumptions or experimental findings: (to stay with the same example) “improvement of the general school atmosphere”, “strengthening of pupils’ social skills especially regarding fights” as well as “a higher level of social control in school”, in each case building an applicable crime prevention approach to achieve the crime prevention goal of “reducing youth assaults in schools”.

- 3.1 The crime prevention goals are specified. They are developed from the description of the problem, precisely formulated, measurable, and describe the ideal situation.
- 3.2 A decision is made regarding any particular groups the crime prevention goals are targeting.
- 3.3 There are definitive, measurable indicators that show whether (and to what extent) the crime prevention goals will be achieved.
- 3.4 Strategies or crime prevention approaches are chosen which are judged appropriate to achieve the adopted crime prevention goals. The choice of strategies or crime prevention approaches is explicitly justified. Perceptions from literature as well as practical experiences should be taken into account. The project goals are defined in concrete terms on the basis of the chosen strategies or crime prevention approaches.
- 3.5 The target groups to which the achievement of the project goals relates are specified. In this context, target groups are precisely specified (e.g. by age or social characteristics).
- 3.6 The time frame as well as the end date (duration of the project) for achieving the desired project goals is determined.

4. Beccaria standard: Determining measures to achieve the objectives

- 4.1 Appropriate measures are derived and justified to achieve the project goals.
- 4.2 The measures are considered appropriate for reaching the determined target groups of the project goals (e.g. can this be assured through the participation of the target group?).
- 4.3 The availability of important time, personal, expert, financial and physical resources for implementing the measures is realistically set out.

- 4.4 Particular indicators can be validated that show whether (and to what extent) the project goals will be achieved.
- 4.5 Particular indicators can be validated that show whether (and to what extent) the target groups can be reached.

5. Beccaria standard: Project design and implementation

- 5.1 The project design is set out in writing. It covers all the relevant considerations and plans which are essential for the establishment, running and review of the project.
- 5.2 The likelihood of collaboration (with partner organisations) as well as synergies are clarified. The networking is target-oriented, sustainable and well invested.
- 5.3 A resource plan is prepared which sets forth which time, personal, professional, financial and physical resources are likely to be needed to implement the measures.
- 5.4 The duration of the project is determined.
- 5.5 The project is appraised and checked by an external expert in the field and by a group (external or part of their own organisation).
- 5.6 The cost benefit of the project, how it arises from the project plan and the expected results and effects (and the targeted project goals) are checked and found to be beneficial as well as sustainable by those involved with the project and/or by some external, professional person/group. Practicable alternatives to the planned project can be appraised as an option.
- 5.7 Responsibilities for implementing the individual measures are determined. Agreements are put in writing between the participants (contractors, project planners, if necessary the target groups, and co-operation partners).
- 5.8 A project work plan is prepared with a detailed depiction of the individual work steps for those responsible and the time schedule.
- 5.9 A review of the implementation of the project (monitoring) as well as a review of the effects of the project (evaluation of impact, if it is intended) is included from the beginning of the project plan.
 - A process evaluation needs to be carried out. A plan for the review of the running of the project as well as reaching the target groups is prepared and included in the project design.
 - The case is made for whether the attainability of the project goals and crime prevention goals of the project should be appraised (advance appraisal of effects). In the event that the evaluation is

carried out, a plan of investigation is drawn up, and the evaluation plans are taken into account in the project design.

- The case is made for whether a self-evaluation and/or an external evaluation is planned. In the case of a self-evaluation, the requirement for external professional methodological advice is assessed.

5.10 The running of the project is documented from the very beginning; every step of the project is set out and justified, as are deviations from the original plan.

5.11 The structure of the project can adapt to changing conditions. Methods for improvement are determined and implemented if shortfalls appear.

6. Beccaria standard: Review of the implementation of the project and the achievement of its goals (evaluation)

6.1 The extent to which the designated target groups are reached is determined (number, proportion). Attempts are made to account for the degree to which the target groups were or were not reached

6.2 What changes occurred and to what extent they occurred are determined. How far were the targeted crime prevention goals achieved (from comparison between the actual and expected situations)? How far were the targeted project goals achieved (from comparison between the actual and expected situations)?

6.3 Whether and to what extent the observed changes can be attributed to the implemented measures is determined and reported. What can the achievement or failure to achieve the crime prevention goals be connected to? Likewise for the project goals?

6.4 The occurrence of any unforeseen side effects is determined: If so, what effects and to what extent?

7. Beccaria standard: Conclusion and documentation of the project

7.1 A thorough project report is prepared at the end of a project. The main findings from the project are edited, conclusions are made, the end report is drawn up, and the project documentation as well as project results are made accessible to a professional audience.

7.2 The main project findings are brought together and edited:

- To what extent were the targeted goals achieved (project and crime prevention goals)?
- What do the results imply for the project?

- What can the achievement/failure of the project goals be attributed to?
- What difficulties emerged in the planning and implementation stages; which positive and negative lessons can be drawn?
- What other main findings could be deduced?

7.3 Conclusions are drawn from the experiences, results and findings of the project:

- Did the chosen approach prove of value? Is the approach applicable elsewhere?
- Which suggestions for improvement, recommendations for action or possible solutions for known flaws can be deduced?
- Are there particular problems which should be a) The subject of future projects as well as b) The subject of evaluation for future projects?
- Which project partners or other organisations could especially benefit from the results?
- Do the findings apply to an adaptation/modification of the existing project or to a further development of a possible continuation of the project?
- How could it be guaranteed that the project can be sustained for its planned lifespan (e.g. by integration in an existing set of arrangements)?
- Can the project be transferred to other target groups and social conditions?

7.4 A project report is written which outlines:

- Project design
- The implementation of the project
- Project results
- Results of evaluation
- A plan of evaluation, if necessary analysing a range and quantity of samples as well as indicators and criteria to review the achievement of the project goals.
- Conclusions.

7.5 The project documentation is accessible to others. The results of the project are published.

- At the very least, a summary of the project documentation is put in a database.

D. The German Congress on Crime Prevention – GCOCPP

Mission Statement

The self-conception and framework objectives have been formulated in a mission statement that applies to all congresses: in 1995 the German Congress on Crime Prevention was formed as a national annual congress, specifically for the field of crime prevention. Right from the outset the objective was to depict and strengthen the prevention of crime across all divisions in an interdisciplinary manner as well as in a broad social framework. In time, the German Congress on Crime Prevention also opened itself for institutions, projects, methods, policy questions, and insights gained from other areas in the field of prevention, which were already present in more or less direct work settings. Apart from treating its central topic, which continues to be that of crime prevention, the extended range of the congress spans the areas of prevention of substance abuse and traffic accidents, right up to the various areas of prevention to be found in health care.

The congress especially addresses all persons in positions of responsibility for prevention who come from governmental authorities, municipalities, cities and counties, health care, youth welfare, judiciary authorities, churches, media, politics, police, prevention committees, projects, schools, sport, associations and federations, as well as science etc.

As an annual congress, the German Congress on Crime Prevention would like to attain the following objectives:

- Exchange experiences and liaise on current and fundamental policies of the various fields of prevention and its effectiveness,
- Bring together partners in the field of prevention,
- Serve as a forum in which practitioners exchange their experiences,
- Create international contacts and provide assistance in exchanging information,
- Discuss implementation strategies,
- Elaborate and make recommendations to politicians, administrative authorities and science.

Programme advisory board

In the course of preparing every Congress on German Crime Prevention, a programme advisory board⁶⁰ is created in which both the organiser and the permanent event partners are represented. The programme advisory board is responsible for contextual structuring matters pertaining to the respective upcoming congress as well as for outlooks and initial planning of future congresses.

Partners

The commitment and solidarity of the DPT-Partners constitute a central building block for the success of the Congress. A total of more than forty to fifty organisations and institutions have expressly become involved as official partners of the last German Congresses on Crime Prevention in various ways and in numerous roles, be it by means of their logo or their reputation, in addition to committing personal and financial resources. In particular, the following partners and sponsors were involved in 2009:

Hosting Congress Partners

- State of Lower Saxony
- City of Hannover

Permanent Congress Partners

- Educational Institute of the German Association for Social Work, Criminal Law and Crime Policy (DBH-Bildungswerk)
- Police crime prevention of the federal and state governments (Polizeiliche Kriminalprävention der Länder und des Bundes (ProPK))
- Foundation German Forum for Crime Prevention (Stiftung Deutsches Forum für Kriminalprävention (DFK))
- WEISSER RING e. V. (Charitable Organisation for Supporting the Victims of Crime and Preventing Crime)

60 Members are (2009): Renate Engels Educational Institute of the German Association for Social Work, Criminal Law and Crime Policy (DBH-Bildungswerk); Reinhold Hepp Police Crime Prevention of the Federal and State Interior – (ProPK); Prof. Dr Hans-Jürgen Kerner (German Foundation for Prevention of Crime and Care for Delinquents – DVS); Erich Marks (German Congress on Crime Prevention – DPT); Corinna Metzner (WEISSER RING); Jürgen Mutz (German Foundation for Prevention of Crime and Care for Delinquents– DVS); Karla Schmitz (German Congress on Crime Prevention – DPT); Norbert Seitz (Foundation German Forum for Crime Prevention – DFK); Dr Wiebke Steffen (Bavarian State Police Agency); Bernd Strauch (Capital Hannover); Susanne Wolter (Provincial Council Lower Saxony)

Cooperation Partners and Sponsors

- AOK Lower Saxony (public health insurance company)
- Alliance for Children and against Violence. Children cannot be beaten (Bündnis für Kinder. Gegen Gewalt. Kinder sind unschlagbar)
- Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (Bundesministerium für Familie, Senioren, Frauen und Jugend) (BMFSFJ)
- Federal Centre for Health Education (Bundeszentrale für gesundheitliche Aufklärung (BZgA)
- Federal Agency for Civic Education (Bundeszentrale für politische Bildung (bpj)
- Deutsche Bahn AG (German Railways)
- German Society for Prevention and Intervention with Child Abuse and Neglect Deutsche Gesellschaft für Prävention und Intervention bei Kindesmisshandlung und -vernachlässigung (DgPI) e. V.)
- German Post World Net (Deutsche Post)
- German Sport Youth and German Olympic Sports Federation (Deutsche Sportjugend im Deutschen Olympischen Sportbund (dsj)
- German Youth Institute (Deutsches Jugendinstitut) (dji)
- Loccum Evangelical Academy (Loccum Evangelische Akademie)
- Community Accident Insurance Association Hannover –State Accident Insurance Lower Saxony (Gemeinde-Unfallversicherungsverband Hannover – Landesunfallkasse Nieder-sachsen)
- Hannover Congress Centrum
- Haus & Grund Hannover
- Chamber of Cloisters Hannover (Klosterkammer Hannover)
- Crime Research Institute Lower Saxony (Kriminologisches Forschungsinstitut Nieder-sachsen (KFN))
- State Prevention Council Lower Saxony (Landespräventionsrat Niedersachsen)
- protec service
- proVal
- Crime Prevention Foundation (Stiftung Kriminalprävention)

Partner Congresses

- German Family Courts Congress (Deutscher Familiengerichtstag (DFGT))
- German Juvenile Courts Congress (Deutscher Jugendgerichtstag (DJGT))
- Austrian Congress on Crime Prevention (Österreichischer Präventionskongress)

International Partners

- European Forum for Urban Safety, Paris (EFUS)
- International Centre for the Prevention of Crime, Montreal (ICPC)

Media Partners

- German Radio (Deutschlandfunk)
- Foundation TV (Stiftungs-TV)

Participants and Visitors

The increase in the number of congress participants and visitors in the past years can be seen in the following chart:

	Registered Congress- Participants	Registered Visitors of the stage and DPT- University	Total number of registered Participants and visitors
5. DPT-Hoyerswerda, 1999	610	-	610
6. DPT-Düsseldorf, 2000	1 214	-	1 214
7. DPT-Düsseldorf, 2001	1 226	-	1 226
8. DPT-Hannover, 2003	1 219	50	1 269
9. DPT-Stuttgart, 2004	1 235	750	1 985
10. DPT-Hannover, 2005	1 907	1 550	3 457
11. DPT-Nürnberg, 2006	1 442	780	2 222
12. DPT-Wiesbaden, 2007	1 901	1 624	3 525
13. DPT-Leipzig, 2008	1 744	2 400	4 144
14. DPT-Hannover 2009	2 129	718	2 847
15. DPT-Berlin 2010	2 728	1 691	4 419

Documentation

The entire documentation of the programmes and the individual presentation of the annual German Congress on Crime Prevention are, in principle, issued via the Internet. The central programme aspects and contributions of all previous congresses have been documented on the homepage www.praeventionstag.de where they are also available as download insofar as the speakers have provided the corresponding documents. This documentation is continuously developed and placed at your disposal in the form of a user-friendly internet database.

In addition the contributions pertaining to the focal topic as well as the Annual International Forum for Crime Prevention (AIF) are published in print. To date, book documentation has been presented for the 4th DPT (1998), the 11th DPT (2006), the 12th DPT (2007) as well as the 13th DPT (2008) and since the 12th Congress (2007) it has been published annually as an anthology of each congress's respective topic of special focus. Since the 5th German Congress on Crime Prevention in 1999, congress catalogues have been printed with abstracts of all presentations and items in the programme.

E. Themes and structure of the 14th German Congress on Crime Prevention

The annual German Congress on Crime Prevention pursues the objective of depicting, discussing and strengthening crime prevention measures in an interdisciplinary manner which spans all divisions and covers a broad social framework. As an example in this contribution I would also like to provide an overview of the structure and a great number of topics, sections and forums of the 14th German Congress on Crime Prevention. This congress took place at the Hannover Congress Centrum (HCC) on 8th and 9th June 2009.

The 14th German Congress on Crime Prevention was split into the following sections:

- Plenums
- Talks
- Project spots
- Exhibition
- Workshop

Plenums

Opening Plenary Session

- Welcome by the DPT-managing director
Erich Marks
- Introductory remarks of the DPT-appraiser regarding the main discussion topic
Dr Wiebke Steffen
- Greetings from the chairman of the German Foundation for Crime Prevention and Assistance for Delinquents (Deutsche Stiftung für Verbrechensverhütung und Straffälligenhilfe)
Prof. Dr Hans-Jürgen Kerner
- Greetings from the Mayor of Hannover, the capital of Lower Saxony
Bernd Strauch
- Greetings from the Prime Minister of Lower Saxony and Patron
Christian Wulff
- Lecture of the Federal Minister of the Interior
Dr Wolfgang Schäuble

Musical Supporting Programme

- School Singer Project “Klasse! Wir singen”, Scholars of primary schools
- School Theater Project “Paul trifft Ilma – und dann geht’s ab!”, Special support schools drumming and singing with one another
- School Theater Project “Die Abenteuer des Merkur”, by Erik Satie

Closing Plenary Session

- Closing speech of the Congress president
Prof. Dr Hans-Jürgen Kerner, University of Tübingen
- Hannoverian Declaration of the German Congress on Crime Prevention
Dr Wiebke Steffen, Bavarian State Police Agency, Munich
- Prevention, from an economical-ethical standpoint: Responsibility in the economic crisis – how resilient is the social market economy?
Prof. Dr Michael Aßländer, University of Kassel
- Outlook & Farewell
Erich Marks, Director of the German Congress on Crime Prevention,

Hannover

- Musical Conclusion:
Respect – Songs for tolerance and understanding
Project management LAG Rock in Niedersachsen e. V.

Topic of Special Focus

The topic of special focus “Live Solidarity – Secure Diversity” was addressed by eighteen speakers in fourteen individual areas⁶¹. The objective of the thematic choice of the individual themes was to appreciate and systematically document the main discussion topic of the congress in its central aspects, as a supplement to the congress assessment.

Talks pertaining to the topic of special focus

- *Dr Manuel Eisner*, University of Cambridge
How effective is the universal early prevention of violence? Results of the Zurich project on the social development of children
- *Prof. Dr Wilhelm Heitmeyer*, University of Bielefeld
Social developments riddled with tension-What explains the theory of social disintegration?
- *Dr Gabriela Schütz*, Bertelsmann Foundation
Prevention by means of education – considering the correlation between education, integration and criminality, from the point of view of economics in education
- *Inge Kloepfer*, Author of the “Frankfurter Allgemeinen Sonntagszeitung” weekly newspaper, publicist
Uprising of the lower class – what will be in store for us
- *Romy Bartels*, Federal Agency of Migration and Refugees
Prevention of violence and juvenile crime by means of social integration and education – measures promoted by the Federal Agency for the integration of juvenile immigrants
- *Lüder Bischoff*, Theodor-Heuss-School, Rotenburg
Prevention, by participation in the lived-in world of a school

61 Speech abstracts as well as brief information on the speakers can be found on the Internet (www.praeventionstag.de)

- *Prof. Dr Horst von der Hardt*, Director of the paediatrics ward 1, within the context of the Centre for Children and Juvenile Medicine MHH
The importance of prevention and early-on help in the field of paediatrics and youth medicine
- *Frank Buchheit*, State Criminal Police Office Baden-Württemberg
Safiye Erdoğan, Stand-by police Böblingen
Thomas Roos, Police Reutlingen
Home Country Baden-Württemberg – living together in safety
- *Andrea Grosse-Wiesmann*, Multikulturelles Forum e.V.
Preventive work at an autonomous migrant organisation / Multicultural Forum in Lünen – a project example
- *Heidemarie Ballasch*, Ministry of Education, Lower Saxony
Lower Saxony on the road to Islamic religious instruction
- *Dr Christian Lüders*, German Youth Institute (Deutsches Jugendinstitut e.V.)
Social reporting at federal level as the professional basis for crime prevention
- *Prof. Dr Dr Herbert Schubert*, University of Applied Science Cologne
Dr Katja Veil, University of Applied Science Cologne
“Neighbourliness” – solidarity as a factor of socio-spatial crime prevention
- *Kerstin Bunte*, Alliance for Social Defence / Impuls Institute (Bund für Soziale Verteidigung/Impuls-Institut)
Shérif Woulohou Korodowou, Alliance for Social Defence / Impuls Institute (Bund für Soziale Verteidigung/Impuls-Institut)
Thérapie Sociale – an innovative approach for successful intercultural co-existence in the community
- *Dr Christina Storck*, Association “Programm Klasse2000 e.V.”
Does school health promotion reach children from socially marginalised groups? Propagation and implementation of the “Programm Klasse2000”

Open Forum

In the open forum topical themes of crime prevention, which did not directly correspond with the special topic of focus or with any other lecture forum, were dealt with in the broader and narrower sense of the term “crime prevention”. Abstracts of all of the lectures and information on the speakers

as well as, to a certain extent, power point presentations and written versions of the open forum have been documented on the homepage of the German Congress on Crime Prevention.

Lectures in the Open Forum

- *Christiane Grysczyk*, Respekt e.V.
Karoline Mischur, Respekt e.V.
“Youth conflict management: a report on practise”
- *Prof. Dr Dieter Hermann*, University of Heidelberg and WEISSER RING e.V.
“Communal crime prevention – evaluation and further development of the audit-concept for urban safety”
- *Wolfgang Kahl*, German Forum for Crime Prevention
“Impacts of regional population development on risks and prevention of violence and hate crimes”
- *Prof. Dr Günter Dörr*, State Institute for Preventative Action (Landesinstitut für Präventives Handeln)
Cross-linking of preventative measures in Saarland state – the State Institute for Preventive Action (Landesinstitut für Präventives Handeln)
- *Prof. Dr Arthur Kreuzer*, Justus-Liebig-University Gießen and WEISSER RING e.V.
Prevention of violence against senior citizens – remarks regarding the legal and organisational framework conditions
- *Prof. Dr Barbara Kavemann*, Social Sciences Women Research Institute Freiburg (SoFFI.F Berlin – Sozialwissenschaftliches FrauenForschungsInstitut Freiburg)
Prevention of partnership violence in primary schools of Berlin and Baden-Württemberg
- *Dr Melanie Wegel*, University of Tübingen
Solidarity and exclusion; using mobbing at schools as an example
- *Denise Homann*, Leibniz University of Hannover
Prof. Dr Bernd-Dieter Meier, Leibniz University of Hannover
Fraud in health care – research findings and approaches for prevention
- *Anna Maier-Pfeiffer*, Foundation “Pro Kind”
Model project Pro Kind – Status of implementation and outlook

- *Nadine Bals*, German Association of Juvenile Courts and Juvenile Court Assistance (Deutsche Vereinigung für Jugendgerichte und Jugendgerichtshilfen e.V. (DVJJ))
“Offender-victim equalization as an appropriate intervention measure with domestic violence?!”
- *Monika Koschany*, RESOHELP Hameln
Dennis Meiser, Alliance for Democracy and Tolerance – against Extremism and Violence (Bündnis für Demokratie und Toleranz – gegen Extremismus und Gewalt)
Volkert Ruhe, Prisoners helping Juveniles, Hamburg (Gefangene helfen Jugendlichen e.V.)
Prevention work in cooperation with penal institutions – best-practice projects of civil society
- *Dr Helmut Fünfsinn*, Hessian state prevention council – Hessian Ministry of Justice (Landespräventionsrat Hessen – Hessisches Ministerium der Justiz)
First preventive experiences with the law against stalking
- *Angelika Ribler*, Sport Youth Hesse (Sportjugend Hessen)
Right-wing extremism in and around sport(clubs) – what can clubs and associations do?
- *Julia von Weiler*, Innocence in Danger e.V.
“Care of child and juvenile victims of child pornography in Germany – results of an empirical study”
- *Sylvia Lustig*, German Youth Institute (Deutsches Jugendinstitut e.V.)
Dr Claudia Olejniczak, Institute for Development Planning and Structural Research, Hannover (Institut für Entwicklungsplanung und Strukturforschung GmbH Hannover)
Processing conflicts in public places: insights and experiences of the Federal Model Programme “We look after of ourselves”
- *Dr Helmut Hirtenlehner*, Johannes-Kepler-University of Linz
“Social security and fear of crime: why, in international comparison, do Austria and other welfare states display a low level of fear regarding crime?”
- *Prof. Dr Christian Grafl*, University of Vienna
On the preventative effects of sexual offender files

- *Sebastian Sperber*, European Forum for Urban Safety EFUS
Local safety audits
- *Martin Boess*, Swiss crime prevention
National prevention campaign Youth & Violence – realignment of the tasks of the police
- *Dr Ireen Friedrich*, Austrian Federal Ministry of the Interior Vienna
“Crime prevention in Europe”

Internet Forum

(Crime) prevention and Internet have numerous contentual points of contact and intersections. After having gained first positive experiences with a separate internet forum during the 12th DPT, such a forum was also offered at this year's annual congress with the purpose of providing a platform for viewing and discussing the Internet in a targeted manner, which covers the entire scope of its opportunities and risks in an own forum. In addition to the general discussion, internet-specific crimes, for example, were addressed as well as net-based consultation offers, informational offers and databases for prevention and questions regarding media competence methodology.

Lectures in the Internet Forum

- *Rolf Grimmer*, nanodesign
Internet crime 2009 – Dangers-Measures-Contact Points
- *Hajo Michels*, Evolutionet GmbH
www.den-trick-kenne-ich.ch: an innovative Internet campaign against fraud
- *Marco Weller*, Network against violence
Media competence for parents, teachers, police and qualified social education specialists – a success model of the cooperation in the Hessian network against violence
- *Heinz Thiery*, Federal Conference for Child Guidance Counselling (Bundeskongferenz für Erziehungsberatung)
Online guidance for parents and juveniles as a preventative measure of youth welfare
- *Walter Staufer*, Federal Inspection Authority for Media Harmful to Youth (Bundesprüfstelle für jugendgefährdende Medien (BPjM))
What is my child doing on the Internet? Current developments and threats – tips on media education and assistance programmes

DPT-University

Within the context of the DPT-University 2009 and school programme of the 14th German Congress on Crime Prevention, the following events were offered:

School Children's University

- *Prof. Dr Stefan Koelsch*, Free University of Berlin
Music as concentrated food for the brain? Prevention by means of music
- *Prof. Dr Christian Pfeiffer*, Criminological Research Institute Lower Saxony (Kriminologisches Forschungsinstitut Niedersachsen (KFN) e.V.)
Right-wing extremism among juveniles in Germany
- *Prof. Dr Ruth Linssen*, University of Applied Science Münster
Why do juveniles become criminals?

Parents' University

- *Prof. Dr Wolfgang Heckmann*, University Magdeburg-Stendal
Who already knows what "Vorglühen" (warm-up drinking) is? New forms of alcohol consumption in juvenile culture

Project spots

For the first time, project spots were offered within the context of the German Congress on Crime Prevention. Project spots are practice-oriented short presentations which last between ten and fifteen minutes, pertaining to the entire sphere of (crime)-prevention. There were sixty project spots in German and three in English:

- *Vera Lüdeck*, LAG ROCK IN NIEDERSACHSEN e.V.
"Respect – songs for tolerance and understanding" and music in Hainholz; "musicalisation" of a town neighbourhood"
- *Corinna Gobrecht*, Compagnie Fredewess in Hannover
School Theater Project "Die Abenteuer des Merkur", by Erik Satie
- *Franz Nowak-Sylla*, JVA Bielefeld-Brackwedel
"Ein Blick? – Einblick!" (A sight? – Insight!) crime prevention by offenders
- *Bernhard Klob*, University of Vienna
"Soccer and safety – a playground for prevention"

- *Dr Burkhard Hasenpusch*, Lower Saxonian Ministry of Justice
(Niedersächsisches Justizministerium)
Working group “Restorative Justice in Lower Saxony”
- *Prof. Ingmar Weitemeier*, State Criminal Police Office of Mecklenburg-
Western Pomerania (Landeskriminalamt Mecklenburg-Vorpommern)
Effects of demography on prevention
- *Hermann Lampen*, Federal Police Inspection, Bunde
(Bundespolizeiinspektion Bunde)
Beccaria-qualification programme, crime prevention of the state
prevention council Lower Saxony. From the participants’ perspective
- *Siegfried Kämmerer*, Probationary Service, Stuttgart (Bewährungshilfe
Stuttgart e.V.)
Rainer Kanzler, Probationary Service, Stuttgart (Bewährungshilfe
Stuttgart e.V.)
Support in living quarters – integrated into the neighbourhood
- *Klaus ter Horst*, Eylarduswerk
Biography work with the book of life
- *Eckhardt Lotze*, Lower-Saxonian Ministry for the Interior, Sport and
Integration (Niedersächsisches Ministerium für Inneres, Sport und
Integration)
Utilise opportunities – create perspectives
- *Frederick Groeger-Roth*, State prevention council Lower Saxony
(Landespräventionsrat Niedersachsen)
CTC – New instruments for managing prevention?
- *Udo Bertram*, Police headquarters Aachen
The child is the reflection of the family
- *Dr Siegfried Haller*, Youth welfare office Leipzig
Stephanie Hauk, Youth welfare office Leipzig
The Leipzig network for child protection
- *Thomas Villmar*, Penal institution Hannover
The prognosis centre in Lower Saxonian penal enforcement
- *Prof. Dr Manfred Bornewasser*, Ernst-Moritz-Arndt- University of
Greifswald
Demography and crime in Mecklenburg-Western Pomerania

- *Sebastian Sperber*, European Forum for Urban Security (EFUS)
Democracy, cities and drugs
- *Dr Stefan von der Beck*, Higher regional court Oldenburg
The new ambulant Justice Social Service in Lower Saxony
- *Albert Krüger*, for! (ju:) Education, Seminars & More (Ausbildung, Seminare & mehr)
The survival code – impacts on young men
- *Gerd Koop*, Prevention Council Oldenburg (Präventionsrat)
An entire city practises prevention
- *Susann Reinheckel*, Justus-Liebig- University of Gießen
Discharge training – guidance for autonomy
- *Melanie Wegel*, University of Tübingen
Upbringing and social values
- *Prof. Dr Wolfgang Heckmann*, University of Magdeburg-Stendal
European cooperation to reduce the number of drivers who have only recently received their driving licence from driving under the influence
- *Robert Reichstein*, City of Bremerhaven
Specialist office for the protection of minors on the Internet
- *Thomas Wendland*, Protestant Community Service (Ev. Gemeindedienst e.V.)
Open spaces – offers for children of imprisoned parents
- *Birgit Piltman*, Institute for preventative pedagogy
FuN – parent education also for burdened parents
- *Franz Niebauer*, Police central performance of duties
The dangers of online chatting
- *Sibylle Wanders*, Booster club learning without violence (Gewaltfrei Lernen e.V.)
Learning without violence – Training the ability to deal with conflict in movement
- *Julia A. Jäger*, Klaus Jensen Foundation
Prevention of violence in Rhineland-Palatinate – evaluation of the situation

- *Cathrin Adler*, women's refuge Norderstedt
Violence prevention groups for juveniles who have experienced violence
- *Dr Reiner Hollmann*, University of Applied Science Braunschweig/
Wolfenbüttel
Spheres of activity of associations for assistance of delinquents
- *Marianne Winkler*, Lower Saxonian Ministry for the Interior, Sport and
Integration (Niedersächsisches Ministerium für Inneres, Sport und
Integration)
Integration pilots for tolerance and intercultural understanding
- *David Dinges*, Town of Schneverdingen
Juvenile moderators for participation
- *Tina Neubauer*, Probationary Service Stuttgart (Bewährungshilfe
Stuttgart e.V.)
Children visit the local court (report on experience)
- *Daniel Keding*, Administrative District Peine
Gerd-Peter Münden, cathedral choir master in Braunschweig
School Singers Project "Klasse! Wir singen", Scholars of primary schools
– Singing school project for Grades 1-7
- *Dennis*, AussteigerhilfeRechts
Short presentation of AussteigerhilfeRechts (leaving the right wing
extremist scene) Lower Saxony
- *Svenja Schlüter*, Cultural meeting Hainholz in Hannover with mothers
from the project "Mommy is Singing"
Mommy is singing – mothers sing nursery songs from their home
country
- *Gregor Dehmel*, Politics one can feel and touch (Politik zum Anfassen e.V.)
Media projects on integration and voluntary work
- *Frank Goldberg*, Prevention Council, Frankfurt am Main (Präventionsrat
Frankfurt am Main)
Jürgen Krusch, Prevention Council, Frankfurt am Main (Präventionsrat
Frankfurt a.M.)
Reassurance campaign: "And what is your goal?"

- *Dr Bettina Grözing*, Probationary Service, Stuttgart (Bewährungshilfe Stuttgart e.V.)
NERO Network of committed lawyers for the protection of victims (Netzwerk engagierter Rechtsanwälte für Opferschutz)
- *Prof. Dr Ruth Linssen*, University of Applied Science Münster
Public relations in crime prevention
- *Heidrun Mayer*, beta Institut non-profit GmbH
PAPILIO – Primary prevention by promotion of social-emotional competences in kindergartens
- *Maren Brandenburger*, Lower Saxonian Ministry for the Interior, Sport and Integration (Niedersächsisches Ministerium f. Inneres, Sport und Integration)
Prevention against right-wing extremism – Lower-Saxonian Protection of the German Constitution
- *Dankwart Terörde*, TSV Korbach
Prevention with enjoyment: Germany's largest stilt walking group
- *Stefan Behr*, Community of Wallerfangen
Practice of primary prevention in schools and day care organisations
- *Rolf Hoppe*, Planning company for traffic Cologne
Talk with them – the case for prevention pedagogy
- *Stefan Bock*, Lower Saxonian Justice Ministry
Sexual offenders support with K.U.R.S.
- *Olaf Weddern*, State police force
Safe motorcycle driving in Schleswig-Holstein
- *Klaus Hackmann*, Police inspection Emsland / County Bentheim
Safety partnership between police and artisans – a workshop report
- *Merle Siedenburger*, Delmenhorst youth assistance foundation
Social work at schools: Moving toward living space "school"
- *Michael Niggemann*, Power for Peace (PfP) e. V.
Social learning develops life competences
- *Klaus Jürgen Tolksdorf*, Sportjugend Hessen (sport for juveniles Hesse)
Sport, games and movement in the guidance concept of juvenile penal law

- *Viktor Hermeler*, Community of Belm
SROI-measurement method: return on public investments
- *Thomas Flocken*, Actors' collective- Neues Schauspiel Lüneburg
Theatre and prevention
- *Heinz-Jürgen Pitzing*, Probationary Service Stuttgart (Bewährungshilfe Stuttgart e.V.)
Therapy for offenders contributes toward protecting victims
- *Andreas Böhle*, University of Kassel
Prof. Dr Michael Galuske, University of Kassel
Training camp Lothar Kannenberg – concept and first results of process-accompanying evaluation
- *Christian Fissenebert*, von Bodelschwingsche Anstalten, foundation
sphere integration support
Custody reduction assistance and crime prevention
- *Kurt Horst*, Police headquarters Gelsenkirchen
Accident prevention in traffic, in cooperation with immigrants
- *Klaus Jansen*, Association of German Detectives
Virtual crime – real-life victims
- *Andrea Sieverding*, State Criminal Police Office Lower Saxony
What you don't learn as a child... (you never learn as an adult)
- *Rebekka Salome Henrich*, Zweikampfverhalten e.V.
Duel behaviour – training coolness in juvenile soccer

Exhibition

The congress supplementing exhibition of the 14th German Congress on Crime Prevention spanned a surface of more than 3 000 m² and featured 128 information booths, eight special exhibitions on a variety of different themes pertaining to prevention as well as three info-mobiles.

Within the context of the congress supplementing exhibition, the following institutions and specialist organisations presented their work:

Information Stands

(e.V. stands for "registered association")

- ADHS self-help group Neubrandenburg

- AK (working group) “Domestic Violence Cuxhaven”) / Booster club crime prevention Cuxhaven (Häusliche Gewalt Cuxhaven)
- Campaign “Strength against violence – sportsmen send a signal” (Kraft gegen Gewalt – Sportler setzen Zeichen) – WEISSER RING e.V.
- Campaign “Schutzbengel”
- aktiv e.V.
- Work group Children and Juvenile Protection (Arbeitsgemeinschaft Kinder- und Jugendschutz (AJS) NRW e.V.)
- Workshop youth protection NO-Lower Saxony, responsible team youth work Uelzen/Lüchow-Dannenberg
- Workshop prevention Winsen (Luhe)
- Archive of Youth Cultures (Archiv der Jugendkulturen e.V.)
- Vocational training organisation of the German Confederation of Trade Unions DGB
- beta Institut non-profit GmbH
- Educational Institute of Lower Saxonian Penal Enforcement
- BiISE-Institute for Education and Research
- Box- und Sportverein Kassel `93 e.V.
- Association for democracy and tolerance – against extremism and violence
- Association of German Detectives
- Federal Agency of Migration and Refugees
- Federal Ministry of Justice/Federal office of Justice
- Federal Ministry for Family Affairs, Senior Citizens, Women and Youth – Federal programme “DIVERSITY IS GOOD FOR US. Youth for diversity, tolerance and democracy.”
- Federal police
- German Federal Office for Administrative Affairs
- Federal Agency for Civic Education (bpb)
- DBH-Specialist Association for Social Work, Criminal Law and Criminal Policy
- Delmenhorst youth help foundation (Delmenhorster Jugendhilfe)

- Deutsche Bahn AG
- German Society for Prevention and Intervention of Child Abuse and Neglect (Deutsche Gesellschaft für Prävention und Intervention bei Kindesmisshandlung – und vernachlässigung (DGfPI) e.V.)
- German Society of Supervision (Deutsche Gesellschaft für Supervision e.V.)
- German Sport Youth in German Olympic Sport Association (Deutsche Sportjugend im Deutschen Olympischen Sportbund e.V.)
- German Association of Juvenile courts and Juvenile Court Assistance (Deutsche Vereinigung für Jugendgerichte und Jugendgerichtshilfen e.V. (DVJJ))
- German Association of Sports for the Disabled / NPC Germany (Deutscher Behindertensportverband e.V.)
- German Ju-Jitsu Association (Deutscher Ju-Jitsu Verband (DJJV e.V.))
- German forum for prevention of crime
- German Youth Institute (Deutsches Jugendinstitut e.V.)
- Donna Vita – pedagogical-therapeutic specialised trade
- donum vitae regional association Hildesheim Hannover e.V.
- EJF-Lazarus community service workgroup
- European Forum for Urban Safety EFUS
- Evangelical Community Service (Ev. Gemeindedienst e.V. Bielefeld)
- Qualified employees portal for children and youth help
- for! (ju:) Education, Seminars & More
- Booster club learning without violence (Gewaltfrei Lernen e.V.)
- gegen-missbrauch e.V. (against abuse)
- gemeinnützige Gesellschaft für Integrative Sozialdienste mbH (non-profit Society for Integrative Social Services with Limited Liability)
- Violence Academy Villigst
- Trade Union of the Police
- Glen Mills Academy Germany e.V.
- Hamburg centre for protection against violence
- Heidelberger prevention centre

- Hesse Justice Ministry for Integration and Europe, Federal Prevention Government Hesse – Federal Coordination Office against Domestic Violence, foundation Resocialisation Fund for Delinquents (Hessisches Ministerium der Justiz für Integration und Europa, Landespräventionsrat Hessen – Landeskoordinierungsstelle gegen häusliche Gewalt, Stiftung Resozialisierungsfonds für Straffällig,)
- Hürriyet campaign against domestic violence (“Gegen häusliche Gewalt!”)
- Initiative safer administrative district (“Sicherer Landkreis Rems-Murr e.V.”)
- InStep Institute for Further Education (Düsseldorf)
- Institute for Development Planning and Structural Research Hannover
- Institute for Quality Development at Schools in Schleswig-Holstein (IQSH)
- InterSoft Helms
- Youth welfare office Dortmund
- Youth help Göttingen e.V.
- Youth aid facilities training camp Lothar Kannenberg
- Justice Ministry North-Rhine Westphalia
- Penal institution Hannover
- Penal institution Wiesbaden
- Catholic state working community care for delinquents
- Klasse2000 e.V.
- Communal crime prevention government Hannover
- Communal crime prevention government of the city of Rödermark
- Communal crime prevention government Hemmingen
- Competent. for democracy (Kompetent. für Demokratie)
- Cooperative migration work Lower Saxony (KMN)
- LAG Lower Saxony for Ambulant Social-Pedagogic Offers in accordance with Juvenile Justice (Nds. für Ambulante Sozialpädagogische Angebote nach dem Jugendrecht e.V.)
- Capital Düsseldorf
- Capital Potsdam
- Federal state commission Berlin against violence

- State Criminal Police Agency Brandenburg
- State Criminal Police Agency Mecklenburg-Western Pomerania
- Federal state police office Schleswig-Holstein
- Federal state police direction central services Saxonia
- Federal prevention government Lower Saxony
- Federal prevention government safety offensive Brandenburg
- Federal state council for prevention of crime Mecklenburg-Western Pomerania (LfK)
- State Sport Association Lower Saxony (LandesSportBund Niedersachsen e.V.)
- Administrative districts Vechta and Cloppenburg – guardian angel project
- Men against Male Violence (Männer gegen MännerGewalt)
- MENTOR – learning to read helpers (Die Leselernhelfer Hannover e.V.)
- N.I.N.A. e.V.
- Federal Centre for Health Education, German Youth Institute (Nationales Zentrum Frühe Hilfen, NZFH (Bundeszentrale für gesundheitliche Aufklärung), BZgA / Deutsches Jugendinstitut e.V., DJI)
- Network against violence
- Lower Saxonian regional centre for addiction issues
- Lower Saxonian Justice Ministry
- Ministry of Education of Lower Saxony
- Lower Saxonian Ministry for Social, Women, Family and Health Affairs
- PiT- Hesse
- Police Baden-Württemberg
- Police Hamburg
- Police Hesse
- Police Lower Saxony
- Police directorate Hannover
- Police directorate Waiblingen and Youth Fire Department Rems-Murr
- Police crime prevention of the federal counties and the state (ProPK)

- Power for Peace (PfP) Munich e.V.
- Prevention office PETZE under sponsorship of Frauennotruf Kiel (Emergency phone for women)
- Prevention council of the city of Rotenburg (Wümme)
- Prevention council Gelsenkirchen
- Prevention council Hildesheim
- Prevention council Oldenburg
- Prevention council Seevetal e.V.
- Prevention councils in the region of Hannover
- PrävenSocial Justice Proximity Social Services, non-profit company with limited liability (PräventSozial Justiznahe Soziale Dienste gemeinnützige GmbH)
- Respekt e.V.
- Salfeld Computer GmbH
- Actors' collective – Neues Schauspiel Lüneburg
- State education authority for the Lahn-Dill district and the Limburg-Weilburg county
- Public prosecutor's office Gera
- City of Hannover, FB Youth and Family – offender – victim equalisation
- City of Leipzig
- Foundation for victim aid Lower Saxony
- Care for delinquent of the free welfare in Lower Saxony
- Streetlife
- Theater Requisit (SiT e.V.)
- Theatre pedagogical workshop (Theaterpädagogische werkstatt GmbH)
- TIE-Break
- Triple P – Germany PAG Institute for Psychology AG (project team)
- TSV Korbach
- University of Erlangen
- Group of Women and Girls Consultation Counselling Centre against Violence (Verbund der Frauen- und Mädchenberatungsstellen gegen Gewalt)

- Association for Education Measures in the Sphere of Work and Leisure Time (Verein für Bildungsmaßnahmen im Arbeits- und Freizeitbereich (BAF) e.V.)
- Waage Hannover
- WEISSER RING e.V.
- WSD Pro Child e.V.

Special Exhibitions

- Arbeitsstelle Rechtsextremismus und Gewalt (ARUG) (Employment Right-wing Extremism and Violence)
- Bavarian State Police Agency
- HUjA e. V. – Help and support of young unemployed persons
- Initiative Health and Work (IGA)
- Lower Saxonian Justice Ministry
- Lower Saxonian Ministry for the Interior, Sport and Integration
- Police directorate Hannover

Info-Mobile

- Music centre Hannover
- Police Inspection Osnabrück
- Administration union linked transport system South-Lower Saxony and the police inspection Göttingen

Workshop

The “workshop” area included films, stage plays and supporting events.

Film Forum

Six Films were shown and discussed in the film forum of the 14th German Congress on Crime Prevention.

- “Don’t drink too much – Stay Gold” – The police campaign against binge drinking and violence – Presentation of the ambassador and campaign spots
Police crime prevention of the federal and state governments (ProPK)

- Cell phone violence – the new episode of the media package
“Abseits?!” (offsides) for prevention of violence at schools
Police crime prevention of federal and state governments (Polizeiliche Kriminalprävention der Länder und des Bundes (ProPK))
- “Folgen” – the Film
gegen-missbrauch e.V. (against abuse)
- “Über’m Berg – (Sehn)Sucht nach Leben” (The worst is behind us, addicted to life) Rehabilitation Centre (SKM Cologne) Jürgen Fais
- “Kartoffel werden” – a film on naturalisation
Politik zum Anfassen e.V. (politics one can feel and touch)
- Alcohol is everything! From stimulant to binge drinking
Initiative Sicherer Landkreis Rems-Murr e.V. (Initiative safe county)

DPT-Stage

The performances on the DPT-stage were attended by numerous congress participants as well as by an additional 718 guests of the respective target groups.

- Ditlev Jensen, theaterpädagogische werkstatt gGmbH (theatre pedagogical workshop)
“Ich werde es sagen!” (I am going to tell) monologue based on the novel with the same title, by Kristian Ditlev Jensen
- Actors’ collective – Neues Schauspiel Lüneburg
Theatre piece “Klara and Abbas” on the topic of integration, intercultural competence, tolerance
- Police music band Lower Saxony
Police a little different – musical work with school pupils
- Brass classes of the St. Augustinus-/Albertus-Magnus-school, secondary and secondary modern school
- “From Broadway to the Neuen Deutschen Welle” – excerpts from the musical programme of the BBS Alfeld
- Choir classes of the Gunzelin secondary modern school Peine within the context of the campaign programme “Hauptsache:Musik” (as long as it’s music)

- LAG Rock in Niedersachsen e.V. (Lower Saxony)
Respect-Songs for tolerance and understanding within the context of the campaign programme “Hauptsache: Musik” (as long as it’s music)

Accompanying Events

The following five events were held parallel to the 14th German Congress on Crime Prevention:

- Academy Conference “Early prevention of violence and neglect of children:
support systems and programmes in international comparison” in cooperation with the evangelical academy Loccum
- Fifth Lower Saxonian State German Congress on Crime Prevention in cooperation with the state prevention council Lower Saxony
- “Die Weiße Runde” (The white round) visiting the German Congress on Crime Prevention in cooperation with the Lower Saxonian Ministry for the Interior, Sport and Integration
- Internal workshop of the directors of the state prevention councils
- “1st Lower Saxonian summit talk on communal crime prevention” in cooperation with the Lower Saxonian Justice Ministry and the state prevention council Lower Saxony

Evaluation

As had been the case in the previous year, the 14th German Congress on Crime Prevention was evaluated by the agency proval by means of an online survey conducted with all of the congress participants. In their résumé the evaluators came to the following conclusion:

“Should one look at the entirety of the evaluation results, one could consider the 14th German Congress on Crime Prevention as having succeeded in motivating more than ninety-one per cent of the people interviewed to participate in future congresses of the German Congress on Crime Prevention as well. If one should at this point address the performances of the organiser, one will have to emphasise that it succeeded in offering a large number of differing events and opportunities for obtaining information. Without a doubt, one of the highlights of the 14th German Congress on Crime Prevention was the presentation of the project spots by means of which, owing to the practical information gained from numerous projects and different prevention areas, useful tips and know-how could be passed on. Hence the project spots also provide a good possibility of attaining the objective of discussing

implementation strategies among practitioners and of presenting additional prevention fields. Nevertheless, crime prevention will naturally remain a focal point of the German Congress on Crime Prevention. This focal point was represented in accordance with the mission statement of the German Congress on Crime Prevention, across all divisions and in an interdisciplinary manner. What is more, the organiser also succeeded in involving top-level politicians and, as such, important bearers of responsibility even though, considering the numerous critical comments, the selected form of the lecture might have to be revised. The great importance of the objectives, which generally can be summarised and grouped under the terms of information exchange and networking, became clear once again within the context of the evening event. To a certain extent this event was scathingly criticised, since it did not succeed in achieving the objective of satisfying the needs of providing a platform for informal contact and interaction, as well as of fulfilling the participants' desire to refresh existing contacts or create new ones. As informal exchange does represent a central aspect of every congress, the evening event shall in future be planned and organised in such a manner as to accommodate the participants' communication needs.

When looking at the objective of discussing fundamental issues, including the effectiveness of prevention efforts, reference can be made to various expert lectures, all of which have contributed toward attaining this objective. Ultimately, the goal of providing recommendations for practical implementation, politics, administration and science was also attained. In this regard, an essential element would be the "Hannoveraner Erklärung" (Hanoverian Declaration) in which numerous aspects of the expert report of Dr Wiebke Steffen have been included. Within this context, more than 84% of the persons questioned believed that the congress would provide impetuses for prevention work in Germany.

With regard to the events and the event offerings, should one now take a look at the level of the visitors' satisfaction one would have to state that, on the one hand, most of the events were evaluated as "positive" or "very positive". On the other hand, the scope and diversity of the event offerings was also positively emphasised time and again within the comments. With regard to reaching the target groups, it is noticeable that not only persons from the fields of crime and violence prevention were addressed, but also other interested parties.

Overall, with the introduction of the project spots, it is to be noted that the German Congress on Crime Prevention succeeded in attaining a contextual further development which was exactly in line with the needs of many participants. On the other hand, the weaknesses of individual events ought to

be relatively simple to remedy, so that all interested parties can look forward to an exciting 14th German Congress on Crime Prevention.”

F. The Annual International Forum on Crime Prevention

The German Congress on Crime Prevention (GCOCP) is an annual event that has taken place since 1995 in different German cities and targets all areas of crime prevention. Since its foundation, the GCOCP has been opened to an international audience with a growing number of non-German speaking participants joining. To give the international guests their own discussion forum, the Annual International Forum (AIF) within the GCOCP was established in 2007. For non-German guests this event offers lectures in English language as well as other activities within the GCOCP that are translated simultaneously.

In 2009 apart from numerous participants present at the 14th German Congress on Crime Prevention and the 3rd AIF, eighty colleagues from a total of twenty-seven countries⁶² also participated. The conference was conducted in English.⁶³

- *Prof. Dr Hans-Jürgen Kerner*, University of Tübingen
Overview of Crime Prevention in Germany
- *Detlef Otto Bönke*, Federal Ministry of Justice (Bundesministerium der Justiz); *Monika Olsson*, Ministry of Justice, Sweden
Overview of Crime Prevention in Europe
- *Dr Oliver Stolpe*, United Nations Office on Drugs and Crime UNODC
Overview of Crime Prevention in the World
- *Dr Marc Coester*, Prevention Council of the State of Lower Saxony (Landespräventionsrat Niedersachsen)
Dr Burkhard Hasenpusch, Prevention Council of the State of Lower Saxony (Landespräventionsrat Niedersachsen)
Overview of Crime Prevention in Regional Districts and Communities
The Example of Lower Saxony

62 Algeria, Austria, Belgium, Bulgaria, Canada, Croatia, Czech Republic, Denmark, Ethiopia, France, Gambia, Ghana, Great Britain, India, Luxembourg, Nepal, Netherlands, Nigeria, Peru, Romania, Sweden, Switzerland, Sierra Leone, Sri Lanka, South Africa, Uganda, Zambia.

63 The written versions of the lectures of the 3rd AIF as well as other international texts are available in the English language publication Coester/Marks (Ed.): International Perspectives of Crime Prevention, published (2010).

- *Chris Giles, Alastair Graham, Michael Krause*, Violence Prevention by means of Urban Upgrading in Khayelitsha VPUU

Udo Lange, AHT Group AG

Violence Prevention through Urban Upgrading in Khayelitsha – Social, Situational and Institutional Crime Prevention: Achievements and Trends of a Bilateral Financial Cooperation Programme

Project spots in English

- *Annalena Yngborn*, German Youth Institute (Deutsches Jugendinstitut e. V.)
Crime policy in Sweden – from rehabilitation to prison?
- *Dr Christina Storck*, Association programme Klasse2000 e.V.
Klasse2000 – an elementary school-based programme for promotion of health and prevention of violence and substance-abuse
- *Heidrun Mayer*, beta Institute non-profit GmbH – Project Papilio®
Papilio® – Programme in the kindergarten for primary prevention of behavioural problems and support in social-emotional competence for kindergarten children.

Local Safety Toolkit: Enabling safe communities of opportunity

Dr Barbara Holtmann

*Council for Scientific and Industrial Research,
Meraka Institute*

Introduction

This paper addresses three research propositions:

1. Crime prevention cannot in isolation move a community from being unsafe, here referred to as a state of unsafety, to being safe, or to a state of safety. Unsafety is an agglomeration of vulnerabilities, of which crime and violence, neglect and abuse are only some – and for safety to exist, there must be a multidisciplinary, multisectoral approach that extends beyond the traditional thematic approaches to crime and violence prevention.
2. While there is international wisdom that has bearing on the causes of unsafety and on good practice in the face of multiple vulnerabilities, solutions of developed countries do not transfer well to South Africa, where the social engineering of the past rendered many already vulnerable communities fragile and beset with unique problems. Evidence-led interventions must be strengthened with indigenous learning and problem solving.

3. Low capacity at local level to address unsafety is a pressing obstacle to safe communities. It is therefore important to develop enabling tools that offer guidance and support for whole-government and whole-society responses to unsafe communities.

Context for addressing safety as a local and community priority

Crime, violence and related unsafety impact the lives of most South Africans; they are experienced at local level. This paper suggests that it is at local level too that the basis for a regional, provincial and national strategy should be found.

The paper demands a paradigm reversal of the traditional representation of government as a pyramid with national at the pinnacle and local at the base (NCPS 1996; White Paper on Safety and Security 1998). This model is premised instead on a national government supporting from a pivotal point local government and the people on top, where they belong – in line with the principles of Batho Pele (Holtmann 2009).

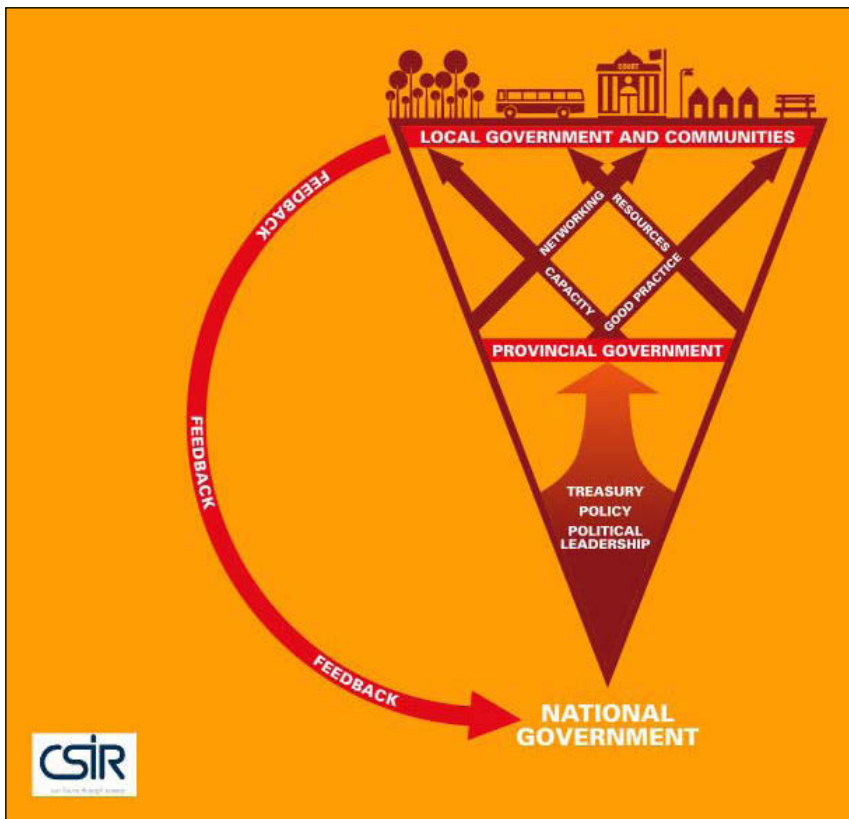


Figure 1 The upside-down three tiers of government model

The role of national government is political leadership and guidance translated and enacted through policy and a statutory and legislative framework, with the treasury function as an enabler of objectives aligned to policy (NCPS 1996).

Provincial government, a virtual entity, supports this process through:

- The identification, implementation, testing and roll-out of good practices
- Provision of resources for implementation
- Capacity support, capacity building, expertise and guidance
- Networking of what works and what does not work in local communities.

This last is possibly the most important function of all – to ensure that each local environment need not start at the beginning to identify what works, nor travel down every cul de sac of what does not (Holtmann 2009). Local government is where the impacts of policy and Treasury are best felt and measured. If the fragile balance is maintained, feedback into national policies and Treasury allocations will ensure that the needs of local communities will be better served. Similarly, policies, budgets and resources will more easily be appropriately allocated according to local needs and opportunities.

The Local Safety Toolkit (LST) was conceived in response to the needs of local governments to address issues of crime and violence at community level. Working with the South African Police Service (SAPS) the UN Habitat Safer Cities programme and various local partners, the toolkit evolved as a process tool that provided an entry point for extensive research, development and refinement over the past eight years.

International experience – opportunities and risks

While in the past there have been many attempts to link crime prevention to specific themes such as safe schools, environmental design or domestic violence prevention, current learning casts a safety lens on more integrated approaches. The weight of literature demonstrates the links between social, health, education and local safety services (Frank & Maaki 2008; Ross *et al* 1999; Domingo-Swartz 2003, etc). International debates suggest that safety strategies in developed countries can likely be attributed more to the safety nets and sophisticated infrastructure provided by social, health, education and local service delivery systems in those societies than to the strategies themselves (ICPC 2008; Holtmann 2009). Whereas developing nations often look to the resilient communities of Northern developed states and seek to replicate crime combating, crime prevention and safety strategies in the expectation of achieving similar results, the difference is in the effectiveness

and strength of protective layers that have evolved through generations of investment, through service delivery and access to services that are taken for granted in such communities (Holling 2001). Should any of these fail, there are safety nets that will protect against complete dysfunction and widespread vulnerability such as are prevalent in South Africa (NCPS 1996; Simpson 1996; Shields *et al* 2008; Seedat *et al* 2004; CSIR 2006).

This is reflected in the *breaking the cycle of crime and violence* model (Figure 2) developed in the course of research conducted in the Central Karoo (CSIR 2006).

Thus we cannot apply a fix brought in from developed countries to communities and societies whose history is one of conflict, colonial oppression and institutionalised violence and deprivation (ICPC 2008).

What works in developed countries is unlikely to be anything other than aspirational in developing countries. It is easier to keep a community safe than to restore an unsafe community (Holtmann 2009).

There may, however, be resonance in developing countries such as those in Latin America and in communities such as the Aborigines of Australia, the Maori of New Zealand and the First Nation people of North America (Capobianco *et al* 2009). What these share in terms of unsafety is a lack of social support, low opportunity for education, poor access to health care, inadequate delivery of services, and inequitable criminal justice (Ross *et al* 1999). What they also share are high levels of criminality, low expectation of and access to service delivery and high risk of victimisation.

Enabling integrated local safety processes

Our aim must therefore be to provide a way of addressing unsafety in communities and societies where protective social layers are not in place. The LST aims to do this by using local experiences, needs and actors to inform a desired future safe society (Dator 1998). The toolkit is based on a systemic approach to what can be identified as a wicked problem (Conklin 2001) – unsafety is complex and messy and does not lend itself to a simple solution. The model is activated by the application of information and communication technologies (ICT) designed to support complex systems (Kruchten 1995).

The LST promotes a shift from prevention of crime and violence to an approach that aims to enhance safety in communities. Safety is not only the responsibility of the police and the criminal justice system, but includes whole-government and even whole-society role players (Waller *et al* 1997; ICPC 2006). As in systems theory, government and society are seen as a whole that incorporates elements of inextricable relatedness, dependent

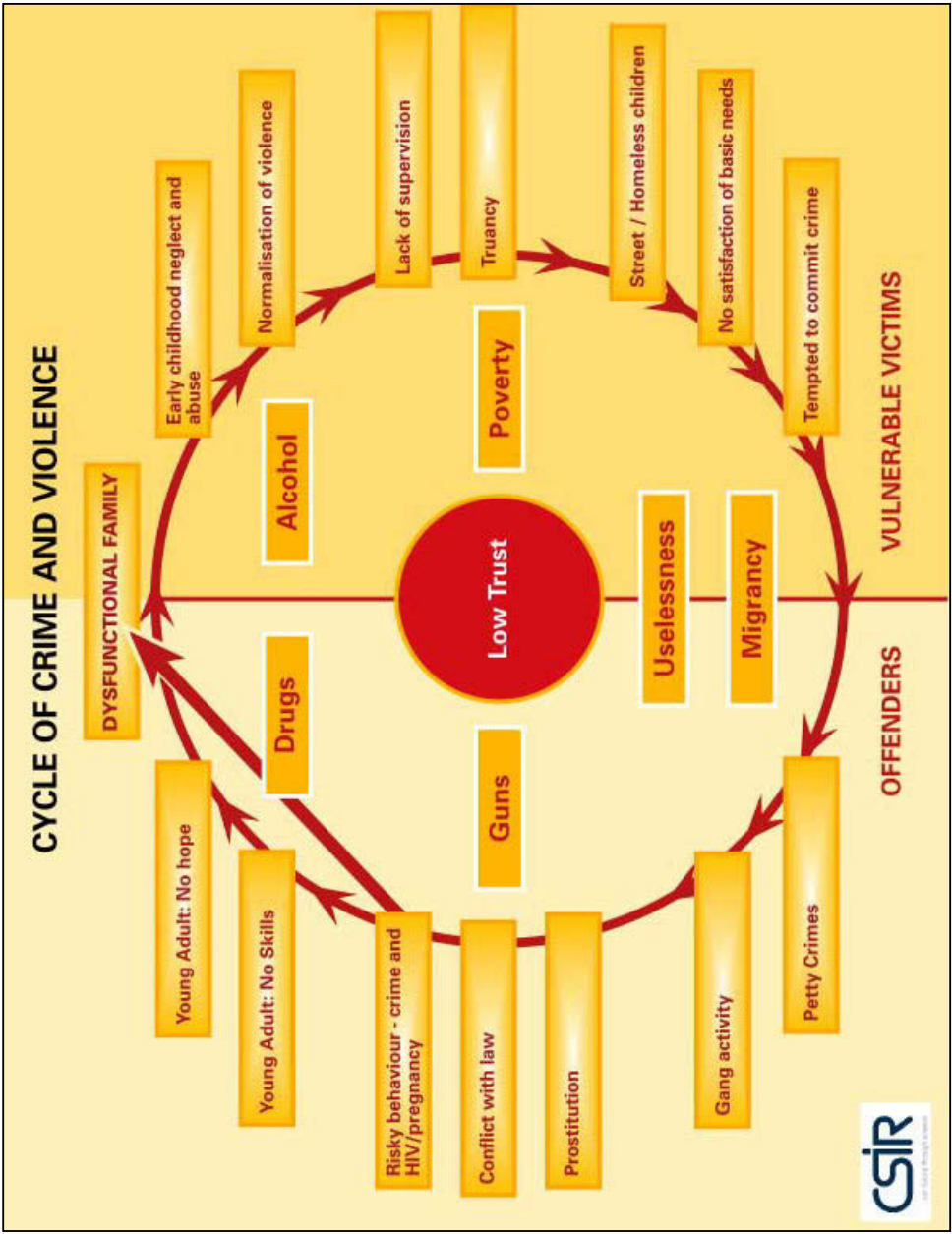


Figure 2 Breaking the cycle of crime and violence

for its sustainability on the collaboration of a wide variety of stakeholders (Johnson 2005; Allen 2001; Capra 1996; Holtmann 2009).

This recognition of the need for a widely inclusive approach to safety has often in itself been the greatest obstacle to effective strategies and implementation plans (NCPS 1996). Complicated coordination mechanisms, interminable reporting hierarchies and organograms have left otherwise promising policies to wither on the shelf, too difficult to implement (White Paper 1998). The need to engage communities in both the design and implementation of strategies similarly adds to the complexity and difficulty of creating sustainable strategies for safety (Husain 2007).

The challenge for the LST is therefore to support both local government and communities to design and implement a local safety strategy to build the protective layers that will ultimately lead to resilience and safety through a balance between criminal justice and prevention approaches.

The Safe Community of Opportunity model

To articulate the individual roles of government and civil society players and their relationships with one another, the LST uses the model of a Safe Community of Opportunity as the basis of a systemic and organic toolkit that comprises the following components:

1. A visual representation of a Safe Community of Opportunity. This is based on primary research in many communities over a period of eight years, eliciting from ordinary citizens, service providers, community leaders and politicians a view of 'what it looks like when its safe' (Holtmann 2009).
2. A tool for practical development of the network of collaborators essential to a Safe Community of Opportunity.
3. A data-gathering tool for the capture of local demographic and criminal justice data.
4. A database and data-capturing tool for the mandates and programmes of the stakeholder groups aligned to the elements of the model. The programme is designed to respond to the different stakeholders according to known mandates and objectives.
5. A tool for the facilitation of a shared vision for a Safe Community of Opportunity guided by the Breaking the Cycle of Crime and Violence model and defined by the inter-related 48 elements and multiple stakeholders of the Safe Community of Opportunity model.
6. A data-gathering tool for the capture of contextual and specific local needs, goals and objectives, within the 48 elements of the model.

7. Proposed indicators for the measurement of performance towards the achievement of a Safe Community of Opportunity (Holtmann 2009).

Context

Although there are many public and private agencies that contribute to safety, police are still perceived to be primarily responsible for prevention policies (Badenhorst 2008), despite their mandate for law enforcement and their inevitable resource constraints. It is, however, often in the definition of roles for other sectors that the complications arise, with burdensome demands for coordination functions (NCPS 1996; Du Plessis & Louw 2005). It is important that government departments act according to their purpose-directed mandates. When they are measured, it is against indicators related to these mandates. It is not therefore realistic to expect all sectors to focus on safety; health will always focus on health, education on education. It is the role of the safety sector to understand and articulate the connections between those individual mandates, the programmes and actions of other sectors and safety. It is further the role of the safety sector to maximise the impact of such actions through appropriate collaborative and supportive relationships with those in other sectors. The safety sector can be further strengthened by identifying ways in which its own actions support the objectives of other sectors. This will create the opportunity for partnership and collaboration based on mutual dependencies and benefits (Holtmann 2009).

Systems thinking (Ritchey 2002; Capra 1996) provides a theoretical context for the model: *“In systems thinking the orientation is on social systems, i.e. social systems that are purposeful systems containing purposeful parts and are themselves contained in a larger purposeful system. This puts the focus on properties of systems that their parts do not have, on the functions of systems within the larger systems that contain them, and on the effects of the properties of the system on the parts. It is more concerned with the way parts of a system interact than act, and, most importantly, with purposes of the parts, the system, and the systems that contain it”* (Pourdehnad et al 2002:8, quoted in Holtmann 2009).

This frames an approach in which the safety sector can support the need of the social sector to intervene, for instance for pregnant teenage girls so that they become better mothers, because in terms of safety this will contribute to the safety of the unborn and newborn child and reduce the risks of immediate victimisation as well as later problematic behaviour (Marais & Eigelaar-Meets 2009). It can, for instance, support local government in providing access to water, sanitation and functional public spaces because of the contribution that each of these makes to reducing the risks and increasing the likelihood of a safe community (Frank 2005).

These relationships will be sustained when safety is understood as a system made up of inter-related and overlapping elements that lose their significance without the contexts in which they exist as the whole (Ritchy 2008).

This suggests that safety strategies require true collaboration across disciplines and outside of the safety sector, and should not be drafted by crime prevention experts in isolation of the tools of design thinkers, innovators, systems practitioners and creative thinkers steeped in ideation and technologists who enable access to and activation of safe communities of opportunity.

A major shortcoming in previous attempts to drive safety at local level has been the lack of leadership, capability and capacity both to develop strategies that reflect this complexity or to implement them. It is therefore important to pre-empt this and provide a toolkit in which these concepts and theories are embedded. The LST is based on systems theory (Capra 1996), and reflects a number of schools of thought and methodologies including systems theory (Ritchey 2008), design thinking and innovation (Pourdehnad, Maani & Sedehi 2002; Brown 2008), visioning (Weingand 1995) and combines these into a simple process by harnessing ICT (Kruchten 1995).

The Safe Communities of Opportunity model at the core of the LST goes beyond Pourdehnad *et al* (2002) who envisage the use of technology as a learning aid for systems behaviours in organisations. Here ICT is used both for learning and to support practical implementation through the introduction of the ICT toolkit. *“The user is prompted to behave in a systemic way, interacting via the relationships plotted in the software system. In this way the ICT toolkit demonstrates to the user the benefits of integration and collaboration through practical use”* (Holtmann 2009).

The components of the model

Systems theory requires that complex problems are not deconstructed into individual or discreet parts. The Safe Communities of Opportunity model (Figure 3) is true to this notion rather than to a more business-like, simpler approach that may have clustered the elements into seemingly more manageable groups (Brown 2008; Pourdehnad *et al* 2002).

The model is the outcome of the PhD thesis *Safe Communities of Opportunity, a Strategy for a Safe South Africa* (Holtmann 2009). Whereas it was originally seen as being a safe communities model, it was expanded to articulate the need for opportunity. In the course of research, it became clear that in many communities, the lack of opportunity feeds upon itself; where people believe there is no hope, for instance of their children receiving a good education, they send them to schools outside of their own community, putting them

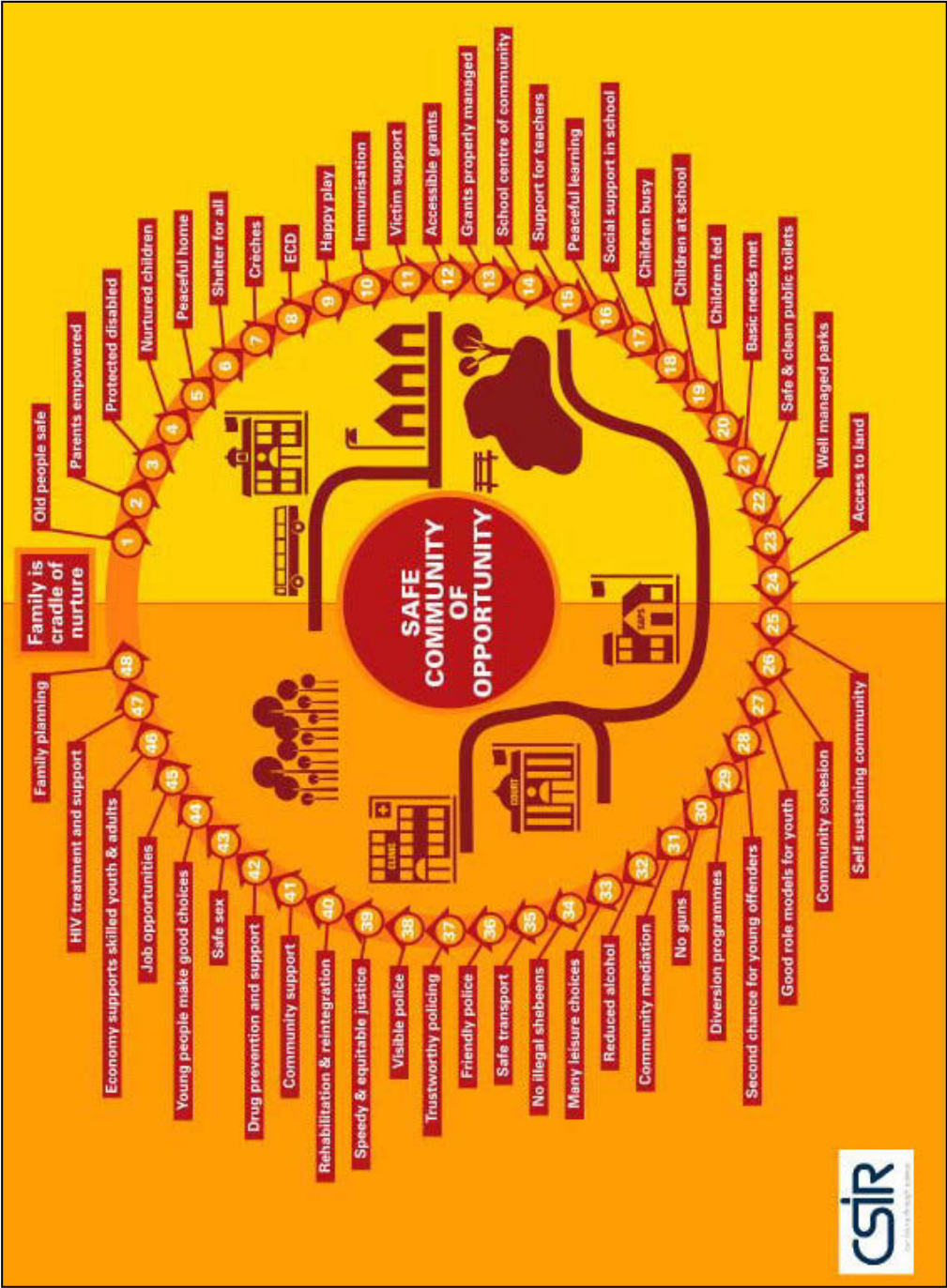


Figure 3 Safe Communities of Opportunity – a Strategy for a Safe South Africa

at risk in transit, wasting essential resources, distancing themselves and the child from any additional activities or benefits the school might offer (CSIR 2009). For many poor communities, the constant search for opportunities beyond where they live is an inherent part of their lives, an endless process of assumed uncertainty and lack of permanence. Thus the model became the safe communities of opportunity model. This does not assume that it is inherently better for people to stay where they are forever; it does, however, suggest that without choices of where they are, they will migrate regardless of associated risk to themselves or the communities they leave behind (CSIR 2009).

The elements of a Safe Community of Opportunity

The 48 elements in the façade of the model do not represent an action plan. They rather reflect inter-related elements and stakeholders that contribute to a community that is sustainably safe and that allows members of that community access to opportunities that will result in growth, peace, dignity and poverty alleviation within their community, rather than their needing to seek it elsewhere.

The model links the objectives, policies and programmes of 34 government departments, as well as the non-governmental sector and various community-based groupings to the elements. It allows stakeholders to visualise the contribution that their existing roles play in achieving safety, rather than requiring an identification of new roles and responsibilities.

Thus for instance the model relates existing local government mandates for 'safe and clean public toilets', 'well-managed public parks', and the management of liquor licenses, 'no illegal shebeens', to a Safe Community of Opportunity.

The model makes obvious connections between the police and elements such as 'transparent policing' and 'victim support', but also makes less obvious connections, for instance between Home Affairs and 'access to grants' because without documentation there can be no access to grants and this intensifies unsafety for children, the disabled and the elderly.

Each element of the model shares mutual dependencies with some, although not necessarily all, of the others. For instance, if there is a local housing problem that disables the shelter for all elements, this will impact 'empowered parents', 'children's basic needs met', 'old people safe' and other elements. If there are not 'many leisure choices' this will impact 'children busy', 'young people make good choices', 'reduced alcohol' and 'safe transport'. The impact on each will have a consequence for others and the system will not sustain a Safe Community of Opportunity. (Holtmann 2009)

Applying a safety lens across other sectors

The model can be viewed from many different perspectives. Safety can be seen as an issue that relates to family, in which case elements such as 'safe sex', 'parents empowered' 'nurtured children' and 'peaceful home' will be clustered together. All departments and other stakeholders having responsibility for these elements would have cause to collaborate to achieve them – but not all will necessarily have a mandate for all of them, and some will have a mandate for other elements, for which others will not. For instance, the police, the Department of Social Development, the Department of Health and the Department of Justice and Constitutional Development all have a role to play in achieving peaceful homes, some through welfare and preventative actions and others through implementation and enforcement of the Domestic Violence Act, but the police have no mandate to deal with issues of safe sex or nurturing children, and the Department of Social Development has no mandate for visible policing.

Other perspectives relate, for instance, to school as a site for vulnerability or protection, to the burden of substances on safety issues, to youth and to the elderly, to access to services and to the infrastructure that underpins all matters of unsafety and safety (ICPC 2008).

In line with systems theory, the 48 elements do not claim completeness (Capra 1996). The model is intended as a dynamic system and there is an assumption that it must be adaptive both as the needs of stakeholders change with time (Brown 2008) and as progress towards safety changes the needs and priorities of the community (Husain 2007).

Using ICT to enable collaboration

The model and the ICT toolkit actively promote extensive collaboration among local role players, but do not require a coordination mechanism or function. Evidence points to coordination as a stumbling block in local interventions; it has already been mentioned that there is low capacity for safety interventions, and there is even less capacity for coordination. Data gathered in the toolkit will be used by those for whom it has relevance, rather than the toolkit requiring users to share all information with all stakeholders (Husain 2007; ICPC 2008).

The toolkit acknowledges the wide diversity of factors that contribute to crime, violence and insecurity as a vehicle through which to reach inclusive but limited consensus, a vision that has enough commonality across stakeholders to build on shared concerns, needs and common understanding, and to motivate collaborators to seek joint funding and resourcing, to develop, implement and sustain a local safety strategy. The toolkit provides

for data gathering and analysis that favours prevention and early intervention over enforcement, but does not exclude effective enforcement as a tool for achieving safety (ibid).

Central to the value of the toolkit is the way in which it enables the user to mainstream safety and crime prevention into policy and institutions. The tool prompts the capture of data to the extent that it will be useful to the users; it is sensitive to the way in which data collection can become an activity that serves to delay real action, rather than to support good decision making. In prompting the collection of a wide range of data, however, the toolkit recognises that safety is merely a subsystem of social systems and that the boundaries between safety and other subsystems is porous and hard to define (Holling 2001). The data collected will also often reflect what is available, the integrity of available data, and the relatedness of the data to community needs and desires (Husain 2007). Some data that are captured here and viewed from a safety perspective will overlap with other data collection functions – for instance, it may be captured in the health sector from a health perspective and in the education sector to inform education programmes and interventions (Frank 2005).

The toolkit also prompts the capture of a wide range of relevant stakeholders on the system so that they can be engaged in the process when necessary. There is no compunction to capture all of the suggested stakeholders, nor to engage all at all times. The idea is to encourage a database that grows on a needs-driven basis and with whom partners communicate as and when it is useful. In practical terms, this tool requires the capture of names, contact details and functions of the individuals who will represent each stakeholder in the local safety process.

In prompting both data collection and the establishment of a partner base, the tool demands a certain level of engagement of stakeholders outside of the immediate and obvious safety sector. The data collection thus plays its part in making the connections, prompting the understanding of why demographic information is important to a safety strategy, what the link is between recreation opportunities and safety (CSIR 2006), etc. It is also often only possible to source this information if contact is made between sectors, and this can spark the beginning of collaborative approaches.

In line with international practice (Husain 2007) this tool prompts the gathering of some data such as:

- Social and demographic information pertinent to the community
- Reported crime and crime prevention programmes and activities of criminal justice agencies (sources: SAPS, Justice, NPA, and Correctional Services)

- Social and health data, including service delivery (sources: Department of Health, Department of Social Development, municipality, NGOs, CBOs, FBOs, etc.)
- Education information (sources: Department of Education, NGOs, etc.)
- Infrastructure and Housing (source: municipality)
- Public transport services (sources: municipality, provincial and national government, transport companies and associations)
- Business and trading (sources: government, businesses, trading associations, etc.).

Not all data that has relevance to the understanding of unsafety or safety comes in quantifiable form. In some cases it can only be assessed through consultation with people who experience it first hand – and interventions can only be properly framed through the interpretation of such information. This is particularly true where, for instance, an intervention relates to services that must be rendered to and/or by community members, such as victim support or interventions in the family (Crawford-Browne 2008).

An important element of the toolkit is a series of suggested indicators for the measurement of performance towards the achievement of each of the elements of the Safe Community of Opportunity. These tools bring the various means of data gathering together into an integrated, although inevitably incomplete (Capra 1995) data base that connects objectives and mandates from national to local, sector to sector, stakeholder to stakeholder, generic to specific, within the system described by the Safe Community of Opportunity.

The toolkit aims in all that it does to emphasise the systemic nature of unsafety and of safety interventions. An example of this emphasis is that in some cases the indicator of progress towards one element may be another element. For instance, an indicator for ‘children fed’ may be ‘peaceful learning’, whereas an indicator for ‘peaceful learning’ may be ‘young people make good choices’ (ICPC 2005). The indicators themselves are thus used to reinforce the inter-relatedness of both elements and stakeholders. Thus even where users of the toolkit may lack an understanding of the web-like nature of these relationships and the inextricability of mutual dependencies (Capra 1996), an integrated approach must be taken.

Application of the model

In South Africa any reliance on technology for local implementation still draws the criticism that not all communities have access to ICT, nor are they equipped to utilise ICT. This model is developed within the context of a strategy that promotes the use of community-based ICT to straddle the

so-called 'digital divide' that otherwise broadens the gap between the first and second economies of South Africa and similar environments. The toolkit, while encompassing sophisticated principles, does not require sophisticated or advanced computer skills and is designed to guide users through the simple steps involved in the process. The need for capacity building at local level offers the opportunity to network community-based facilitators from different communities who share the training workshops and build valuable relationships that will hopefully provide much-needed support as implementation spreads and is sustained. The model is being used in some pilot communities in South Africa, under the guidance of the Open Society for South Africa and Khulisa Services, in Kenya supported by UN Habitat Safer Cities and in Namibia and Mozambique led by the Open Society Institute.

Conclusions

The Safe Community of Opportunity model is not a crime prevention toolkit, it responds to community needs for safety as articulated over a number of years, in the course of various research processes. The elements, while not definitive, have resonance in the communities where the research was undertaken and where research continues. The complexity and oppressive nature of unsafety and the deep systemic failure of many communities demands a practical response: the toolkit provides one.

The model responds to literature on the causes of crime and violence and on crime prevention. This literature demonstrates that crime and violence can only be prevented through a whole-government and whole-society integrative approach (ICPC 2006). It also demonstrates that much is known about both the causes of crime and violence (Hobdell 1996; Karr-Norse & Wiley 1997; Garbarino 1999; Domingo-Swartz 2003; HSRC 2006, etc.) and about interventions to prevent crime and violence (Frank & Maaki 2008; Burton 2008; Biersteker 2008; Dube & Kirsten 2008; Griggs 2002; Marais & Eigelaar-Meets 2009; Muntingh 2008). However, communities remain unsafe (SAPS 2008).

The model and the toolkit have, however, benefited not only from the literature on crime prevention but also from systems thinking (Capra 1995; Holling 2001; Brown 2008), the literature on wicked problems (Ritchey 2002), visioning (Weingand 1995; Dator 2002) and design thinking (Pourdehnad *et al* 2002). A Safe Community of Opportunity is described in terms of interwoven, multi-related elements and stakeholders in an organic and adaptive web.

The toolkit is particularly useful in the light of low capacities and the limited understanding of the complexity of systems that are required to sustain local safety. In South Africa today, there is all too often no rich weave of social

fabric, no protective layers to prevent vulnerability, resulting in deep, often repetitive victimisation and offending behaviours.

The model is enabled through an ICT toolkit that assists even the least qualified facilitator to an integrative approach (Krutchen 1995) based on a shared vision of a Safe Community of Opportunity. The ICT toolkit aims to prompt and guide local activists through the process of local safety strategy design, incorporating a wide range of stakeholder perspectives, to implementation and measurement of progress. The more it is used, the more useful it will become, constantly alert to the need for adaptation and refinement (Holtmann 2009).

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Limiting beliefs, challenges and opportunities for the measurement of safety and crime prevention

Minutes of group work taken by

Prof. Marion Keim

Dr Clemens Ley

Mr John Edas

Mr Clever Chikwanda

Mr Leonhard Marthinus

Ms Tarminder Kaur

Group work results

The group work went over two days, 21-22 September 2010. The individual group work results and discussions are outlined below. Please note that the summary of the group analysis and enlisted points are not claiming to be complete. Although all efforts were made to minute and transcribe all relevant points, some aspects might not have been captured in full extend due to the process of summarizing and time restriction in the group work.

Day 1

After a plenary introduction to the tasks and process of the group work the participants divided themselves in five groups.

Discussion questions

1. Which limiting beliefs are we dealing with?
2. Referring to the model, which of the elements identified would be relevant to the focus area?

The group shared their experiences and concerns. It was felt that communities have to wait for outside ideas which is often a disempowering experience based on the misconception of “We know it better and the community does not have the ability and capacity”. Therefore a critical question to examine is: What are our beliefs, which of them are limiting beliefs; and what makes a community economically sustainable and what is seen as sustainable.

A limiting belief is an unconscious thought that stops us from doing our best. Organisations may also have limiting belief. A limiting expectation is a limiting belief about someone else.

Discussion

1. *Limiting beliefs*

a) **General limiting beliefs we are dealing with in our work**

- Patronising attitudes
- Products must market properly and have worthwhile results
- Everyone is an entrepreneur
- Expectation that it can only work on a small scale with few resources which is “limiting”
- Risk is seen by dealing with people in the community and therefore that community might “mess it up”
- Creativity is not encouraged
- Welfare is stifling and not triggering economic possibilities and creativity
- Fear of market orientated approach when it comes to scale and what is successful

- Doubts: Can I do it because I am an NGO and I do not have a business mind
- It cannot be readily replicated
- How do we account for the benefits of investments
- Some government supports but not necessarily measures what is coming from the community
- Government departments do not go there (investing in police is the only option)
- Governments believe it takes too long for communities to get results
- Measuring social impact is difficult
- We do not believe we can cost it accurately
- Costs of intervention are too high
- We do not believe in it
- We can never combat crime
- Question of 'ownership'
- Is any project sustainable over political time span/affiliated
- Anything in the Western Cape will not be used anywhere else

b) Limiting believes for the community

- No access to business or funding of school subjects
- Expectations on scale and sustainability
- Difficult to measure impact e.g. benefits regarding crime prevention
- It is difficult to work across boundaries
- We don't believe that government can reshape their inner workings; we think that bureaucracy is too entrenched
- Only big events can result in change. It is not sustainable
- That government is too far from communities. They don't really care about communities; it's more about their image, about politics
- The principle of *ubuntu* is not evident everywhere
- Promises only made before elections and funding cycles and not sustainable
- Expectation of entitlement by communities

- That the problem is too big to be addressed
- We expect leadership to be unreliable
- Certain areas will never be safe again. Expectations: DEAT are useless
- It is virtually impossible to get people out of communities, i.e. out of bad building
- Different sector cannot work together – do they have to have legal teeth to assist in successful implementation of the IDP
- We cannot have a safe space without it being gated – private sector and communities
- Limited beliefs in terms of what urban upgrading may mean, e.g. its visible policing
- Visible policing alone equals urban upgrade
- Belief that buildings are not integrated, e.g. I look after my building but do not worry about the condition of the area around me
- Belief that the poor contribute to ‘lack of safety and crime’. A poor area means an unsafe area
- Belief that the have-nots want to take from the haves
- Poor people cannot appreciate beauty and therefore don’t need beautiful area
- We think we know what other people need
- We can’t have a safe environment where there is integration
- We believe that business cannot do things for the public good
- Newly upgraded areas will just be vandalised
- Gentrification is the only solution to urban upgrade

2. Referring to the model (see page 105), which of the elements identified would be relevant to the focus area?

Look at the model (page 105): Identify all elements. Some elements link with other elements.

What are the most important elements?

(Corresponding number of the element in the model is put into brackets)

a) Important elements that relates to economic sustainability

- Parents empowered (Nr. 2) links with Crèches (Nr. 7) and ECD (Nr. 8): e.g. ECD (Early childhood development) and crèches relate with parent empowerment
- ECD (Nr. 8), Shelter for all (Nr. 6 = a basic economic need), Accessible grants (Nr. 12), Grants properly managed (Nr. 13): system must work
- Basic needs met (Nr. 21) is a physiological need
- Children busy (Nr.18): Social support in schools optimises the education you get at school and spin off to address problems in family, it can keep you in schools
- Access to land (Nr. 24) housing and shelter (Nr. 6), Self sustaining community (Nr. 25). Self sustaining communities are safe places to invest
- Economy supports skilled youth and adults (Nr. 46) – direct, very important
- Input that drives a community is within and can be used as a draw card as it implies stability and safe investment.

b) Important elements that relates to urban upgrading and environmental health

- Old people safe (Nr. 1): movement on sidewalks, places to sit, accessibility, transportation, infrastructure
- Parents Empowerment (Nr. 2)
- Children busy and happy play (Nr. 18)
- Peaceful learning (Nr. 16)
- Protected disabled (Nr. 3): accessibility
- Immunisation (Nr. 10)
- School as centre of community (Nr. 14)
- Safe and clean public toilets (Nr. 22)
- Basic needs are met (Nr. 21)
- Shelter for all (Nr. 6)
- Children fed (Nr. 20)
- Accessible grants (Nr. 12)

- Well managed parks (Nr. 23)
- Access to land (Nr. 24)
- Self-sustaining community (Nr. 25): clustering with land uses (Nr. 24), sustainable design (Nr. 25) allowing for job opportunities (Nr. 45)
- Social cohesion (Nr. 26): having appropriate facilities to facilitate it
- Second chance for young offenders (Nr. 28): using them to help with urban upgrading, cleaning rivers and teach them skills, also creating spaces which gives them opportunities to be diverted (diversion programmes Nr. 29)
- Reduced alcohol consumption (Nr. 33), leading to many leisure choices (Nr. 29) and no illegal shebeens (Nr. 34)
- Safe transport (Nr. 35)
- Visible policing (Nr. 38): includes presence of policing and private security
- Speedy and equitable justice (Nr. 39): providing access to a court
- Rehabilitation and reintegration (Nr. 40): planning for facilities to help with rehabilitation
- Drug prevention and support (Nr. 42) and Safe sex (Nr. 43): indirect
- Young people make good choices (Nr. 44)
- Job opportunities (Nr. 45): need buildings and transport
- Economy supports skilled youth and adults (Nr. 46)
- HIV treatment and support (Nr. 47): environmental health; improved air and water pollution
- Family planning (Nr. 48) – having appropriate infrastructure

Summary of Day 1

Our aim is to have self-sustainable communities (Nr. 25) with people as productive labour force (Nr. 45) and community cohesion (Nr. 26).

Basic needs to be met (Nr. 21): it is pragmatic but it is important (needs: physiological, public health approach, access to food, water, sanitation shelter, education, etc.).

Provision of basic services including transport (Nr. 35): reliable, affordable, accessible.

Attention needs to be given to children (Nr. 4; 9: 18; 19; 20), safe sex and family planning (Nr. 43), access of grants (Nr. 12) needs to be provided to protect the vulnerable as well as access to “well located/suitable” land (Nr. 24).

Our aim is further to have skilled youth and adults. However, challenges include drugs, alcohol, shebeens, and HIV and AIDS which impact on job opportunities (Nr. 45) and economy support (Nr. 46).

Day 2

Discussion questions

1. How can healthy life style contribute to healthy communities? What are the needs for healthy communities?
2. What are the strengths of the various sectors, e.g. health sector? How can each sector most effectively contribute to the enablement of safe communities of opportunity in relation to this focus area? What particular strengths can be used?
3. What criteria should be used to measure impact of safety?
4. How does collaboration assist? How does collaboration change the visible/tangible impact on safety? What must happen? What will you be able to see/hear/feel that may change?
5. How is intervention evaluated?

Working feedback questions

1. Select 2 elements and describe the criteria you have identified to measure them.
2. Describe the relationship between two or three of the identified elements you discussed and safety?

Discussion

1. Needs identified for healthy communities

- Education is needed to have a sustainable economy
- Skills development and youth development
- Skills development and youth development education
- Decrease of alcohol and drugs

- Job opportunities
 - Economy that supports youth
 - Accessible and affordable transport
 - Access to land
 - Basic need to be met
 - Community support
 - Community service
 - Trustworthy police
 - Equitable justice system
- 2. a) *What are the strengths of the various sectors? (Sectors are named in brackets)***
- Job opportunities (Sectors: a) government departments: e.g. labour, education, skills development, transport and communication; b) private and business: informal business, business forums, Chamber of Commerce and industry specific organizations; c) other: local development forums and media)
 - Economy that supports (skilled) youth and adults (Sectors: national and provincial government departments e.g. labour, banking sector, BEE, how charters are drafted)
 - Transport (Sectors: SAPS, Metro Police, parastatals, road agencies, SA National Roads Agency Limited, taxi associations, urban planning, organised labour and employers)
 - Access to land (Sectors: local and national government departments, e.g. Departments dealing with rural development and land reform, human settlement, agriculture and land affairs as well as the banking sector and local landowners)
 - Basic needs
 - Self sustaining community (Sector: social sector, informal sector, local business social capital, local government) and Community support
 - Skills development (Sector: education and labour departments, SETAs, school governing bodies, employers, business)
 - Equitable justice system (Sector: Department of Justice) and Trustworthy police.

2. b) How can each sector most effectively contribute to the enablement of safe communities of opportunity in relation to this focus area? What particular strengths can be used?

- Labour (Sector: Department of Labour, employers and employee unions require education and training)
- Organised business (Sector: Chamber of Commerce, through unions, e.g. plumber unions, etc.)
- Government sector (Sector: Department of Labour, local government departments, local economic development forums, land and rural development forums and stakeholders involved in integrated development planning)
- Basic needs (Sector: Cooperation of government departments on national, provincial and local level, e.g. social services, and public health)
- Self sustaining communities (Sector: Communication and media industry, social sector)
- Community support (Sector: Social sector, NGOs and CBOs – Community-based organisations)
- Police and justice sector
- Labour, education, social and justice sectors were identified in each category
- Contribution of the urban upgrading and environmental health sector:
 - A cohesive community can make decisions that will affect the community. If you change the shape of a space, it can improve the feeling of safety and it can deter people with ulterior motives.
 - Creating jobs through urban upgrading
 - Urban upgrading can be short-term and long term
 - Urban upgrading can enhance sense of ownership and create opportunities
 - Urban upgrading should meet basic needs – from surviving to thriving – help to improve standard of living
 - Having access to clean water, clean fuels

3. *What criteria should be used to measure impact of safety?*

Measures/indicators of the sector

- Strengths and impact of each sector and collaborations between the sectors
- Transport
 - Life blood of the economy
 - Access to opportunities
 - Personal risks
 - Burden issue
 - Cost as measure
 - Safety of the transport
 - Safety, reliability, distance, access, cost and time
 - Measure route, trip, etc.
 - Interaction between above elements
 - Distance versus time
 - Safety – road accidents, incidents, time of travel, mugging, crime, road worthiness, regulation, road blocks?
 - Transport infrastructure
 - Economies of scale
- Labour Sector/opportunities
 - Reducing barriers to entry
 - Access to safety resources
 - Number of jobs created
 - Job Opportunities
 - Proportion of school leavers in a better situation, e.g. university, apprenticeship, employed, etc.
 - Temporary or permanent jobs – career path
- Economy supports skilled youth and adult
 - Cost of crime to business
 - Benefits of investing in community/social development

- Private sector investment in security (private)
 - Cost of prevention rather than reaction
- Community safety/support
 - Access to grants
 - Up-take of grants
 - Self reliant community
 - Level of involvement of community structures
 - Alternative ways to measure it
 - Community support services available
 - Costs and volunteers
- Speedy and reliable justice
 - Number of reported crime
 - Reporting rate
 - Trustworthiness of the police service
 - Victim surveys
 - Police corruption
 - Press reviews
- Access to Land
 - Use of land – for what and by whom
 - Insecurity
 - Investment in permanent property
 - Conditions of use – activities
 - Management of the place
- Self sustaining communities
 - Level of involvement
 - Diversity of businesses
 - How much money is spent within the community
 - Migrant and home community

- Basic needs
 - Health statistics
 - Water distance
 - Child nutrition
 - Standards
 - Children at school
 - Thin or fat children
 - local clinics
- Collaborations
 - Shared vision
 - Create buy in
 - Facilitate a bigger impact
 - Avoid gaps
 - Create integration
 - Sharing of resources
 - Sharing of problems
 - More efficiency
 - One can achieve more in partnerships
 - Have a better understanding of who does what and of tasks, roles and responsibilities
 - Clear expectation
 - Fewer integration of service delivery
- General requirements:
 - Developing efficient community structures that are representative
 - Accessibility of government
 - Accountable of government
 - Community structures that are accessible and accountable and engaged
 - Communication strategy

- More empowerment of local government by delegating of resources
- Policy framework that guides
- Champions in local government
- Stronger collaboration
- More children finishing schools

Further criteria identified by groups that we should use to measure the impact of these elements on safety:

- Old people safe (Nr. 1) – numbers of old people in public spaces at certain times
- Measure use of public spaces, infrastructure (Nr. 2)
- Protected disabled (Nr. 3) – measure accessibility (ramps, etc) for disabled people, numbers of disabled people
- Peaceful home (Nr. 5)
- Shelter for all (Nr. 6) – trend of homelessness – proportion of people who live in temporary accommodation or do not have shelter, reduction of victimisation self or property of those without shelter or temporary
- Crèches (Nr. 7) and happy play (Nr. 9) – no of crèches or ECD facilities – community-based, no of children who can readily access registered (with criteria) crèches. Use-mapping, with safety criteria for happy play – affects peaceful learning, well managed parks
- Accessible grants (Nr. 12), frequency of public transport, placement, lighting of places to get grants, facilities next-door, infrastructure design around grants, safe public toilets at
- School centre of community (Nr. 14)
- Peaceful learning (Nr. 16)
- Children busy (Nr. 18)
- Children fed (Nr. 20)
- Basic needs met (Nr. 21)
- Safe and clean public toilets (Nr. 22) – location/placement of public toilets, design, management, usage of toilets, cases of harassment at or nearby facilities

- Well-managed parks (Nr. 23)
- Self-sustaining community (Nr. 25) – clustering of land uses, sustainable design allowing for job opportunities
- Second chance for young offenders (Nr. 28) – using them to help with urban upgrading, cleaning Reduced alcohol (Nr. 32) – leading to many leisure choices and no illegal shebeens
- Safe transport (Nr. 35)
- Visible policing (Nr. 38) – includes presence of policing and private security
- Speedy and equitable justice (Nr. 39) – providing access to a court
- Rehabilitation and reintegration (Nr. 40) – planning for facilities to help with rehabilitation
- Drug prevention and support (Nr. 42) – indirectly
- Safe sex (Nr. 43) – indirectly and young people make good choices
- rivers and teach them skills, also creating spaces which gives them opportunities to be diverted (diversion programmes)
- Job opportunities (Nr. 45) – need buildings and transport
- Economy supports skilled youth and adults (Nr. 46) – direct
- HIV treatment and support (Nr. 47) – environmental health – improved air and water pollution
- Family planning (Nr. 48) – having appropriate infrastructure

4. *How does collaboration change the visible/tangible impact on safety? What must happen? What will you be able to see / hear / feel that may change?*

- Collaboration strengthens the impact, delivery of infrastructure, management of maintenance programmes
- People must see the benefit for them doing their job (vision). Get political buy-in. Having short-term and long-term vision
- Visual, more used public spaces, less vandalism, beautiful areas. Improved environmental health

5. *How is evaluation of safety different to evaluation of interventions and how is it evaluated?*

- Interventions are outcomes-based (quantity) and safety measurements are impact-or value based
- Interventions are means and safety is the goal.
- More difficult to measure safety.
- Evaluation of safety is made up of an array of intervention
- Safety is a process
- Question raised in the group: How does collaboration improve evaluation?

Working feedback questions

1. Select 2 elements and describe the criteria you have identified to measure them.
2. Describe the relationship between two or three of the identified elements you discussed and safety?

Group 1: Urban upgrading

Creches (Nr. 7) – no of registered crèches or ECD facilities (community-based, no of children who can readily access registered (with criteria) crèches. Use-mapping, (pinpoint location, identify frequency and location of public transport, catchments, environmental health criteria), safety criteria for happy play, such as compatibility of surroundings, infrastructure, complementary activities, natural eyes in the street, – affects peaceful learning, well managed parks. These are linked to ECD (Nr. 8), happy play (Nr. 9), Peaceful learning (Nr. 16), Children busy (Nr. 18), well managed parks (Nr. 23) and Many leisure choices (Nr. 33)

Safe and clean public toilets (Nr. 22) – location of public toilets (with complementary and associated activities ensuring accessibility at applicable times, eg ice cream vendors, park spaces), physical look, design, maintenance and management (usage of toilets, cases of harassment at or nearby facilities. Number of facilities, etc.), accessibility – Link with Old people safe (Nr. 1), Protected disabled (Nr. 3), Accessible grants (Nr. 12), Self sustaining community (Nr. 25), Community cohesion (Nr. 26).

Group discussion

- Clustering of different elements – some feeds into others.
 - Long term goal or vision: From surviving to thriving
 - In the process of measuring, to be conscious that nothing is done in isolation. Things are inevitably clustered and mutually dependent – not to look at things in isolation – in a silo. By looking at them without taking others into account, one can't get to the goal. Have the end-user in mind. Must be an inclusive process. Process must enable ownership. The need to imbed safety measurements in conventional urban upgrading measurements.
 - Urban planning should not be top down.
 - Don't simplify for simplification's sake?
 - Using DPSEEA approach to determine the types of indicators that are available?
 - UWC project: Dynamics of building a better society – Belgian funded.
-

Group 2: Family

Family (family is not defined in traditional or cultural way)

ECD (Nr. 8) – Number of ECD, children supervised, constructively busy, safe and fed, many leisure choices, family planning, etc. Family as a cradle of nurture and contribute to create safety in living area and in the family.

Group discussion

If family is planned, then the time that parents spend in school, ECD programmes, increase of one on one direct contact to family (to spend more time), improved relations, increase of access to family support, increase of perception of empowerment by parents, more laughter, more play, children enjoy formal programmes and friendships.

Group 3: Education

Schools as centre of community (Nr. 14) and effective school management

Safe transit (Nr. 35) – Core to functioning of school

- Teachers teach
- Functioning of school safety teams

- Accountability at all levels horizontal and vertical, also by parents
- Positive discipline
- Teachers support by DOE
- Effective social services
- Effective ECD is needed as feeder
- Clean and safe toilets
- Safe transit between home and school (safe and reliable school transport, e.g. school bus or train, communal transport, how are children protected to access public transport. What is the route they are taking to school (sidewalks, etc.). Different ways, e.g. community initiatives joint walking to school, etc. Measure: Decrease of injuries, violence and threats when children got to school.

Group discussion

- Points regarding safety:
 - Issues of peaceful leaning and social support of schools to promotes well functioning of school
 - Constructive engagement of children to keep them busy
 - Limitation of people's expectations:
 - Children fed
 - Community cohesion
 - Use of school in holidays to facilitate activities to keep communities together, provides facilities and opportunities
 - Fencing around schools/facilities of school, infrastructure also plays a big role
 - What is the effect of lack of safety e.g. lack of safe and clean public toilets?

Group 4: Youth

Youth development and parents (Nr. 2; 46)

Children in schools (Nr. 19): If all children are in school, it will increase school performance, pass rate, children would be safer, higher matric pass rates and increased support intervention. Parents: Positive discipline will improve

relationships, decrease conflict. Need to support single parents before and during pregnancies, empower parents with parenting skills.

Other indicators: Father involvement in parent relationship, quality time spent with children.

Group discussion

Influential factors

- a) Sport
 - b) Role models: how do they get prepared to be role models? E.g. just because you wear national colours does not make you a good role models. We need to pay attention to wrong perceptions e.g. that when people are visible they likely become role model.
-

Group 5: Transport

Transport (Nr. 35) and basic need to be met (Nr.21). Transport is life plant, both of public transport and transport infrastructure. It connects communities so that they are less isolated.

Having basic needs met allows people to function and preserve energy, if not met, children can't learn without food.

Additions to community support: How many prisoners come back to a community over time and what % of community has the possibility to contribute to community support.

Group discussion: How is transport related to job opportunity?

Because you can find other jobs, people can access jobs and opportunities and safety.

How is transport linked to community support?

- a) Job opportunity and economic sustainability, job opportunity and barriers
- b) Criteria: Unemployment rate, also how many jobs are permanent, temporary, how many school leavers get employed, and guidance in their career path, how does/can business contribute, how is community support, access and reliability of people on grants, community's extent of voluntarism.

Plenum

Describe the most challenging aspects of group conversation

Group struggled with exercise.

Reasons:

- It was difficult to understand what coherent and measurable indicators are and understanding the question itself.
- Group members were not sure about the difference between indicators and criteria.
- Difficulty to prioritise elements and to define elements.

General discussion

What is different about crime prevention intervention and measuring safety?

- Measuring an intervention is event based
- We also need to look at risks as a factor to measure safety and how do we deal with them
- What are the consequences, how deeply are you affected.
- What are the key economic consequences
- There is a difference between safety and the perception of safety
- e.g. Happiness index
- Feeling “safe”
- Safety is an experience.

Overall question

a) Is the model developed over year appropriate/good enough to give us what we are looking for?

- Excellent Model
- Identified concerns:
 - It might mean that all the sectors are maybe equally important
 - The model might be getting changed as one applies it
 - It is valuable but not the end of the road

b) *Was using the model useful, could one feel a connection?*

- Yes, one could but more insight and context needed in earlier stages of model development and the information underneath the model
- The intention of this conversation is to look what it tells us and take the information, put it through expert analyses, test it and bring it back to see what it looks like and then test it in the field?
- It does not aim to interfere with best practice. It aims to measure safety but not project outcomes. It looks at: Are we making a difference to safety?

c) *How we take this forward?*

- Capture workshop outcome
- All this output needs to be mapped and captured, e.g. 48 and indicates 10 need to be mapped, e.g. social support in schools
- Some of the 10s need to relate to statistics
- We could use Deon Oosthuizen's (Dept. of Community Safety's) application to use some of the indicators, sometimes the indicators are other elements.
- Get a user group /panel
- Use it outside South Africa
- Formulation of indicators. It is a key challenge and the source and the way you go about, must be simple.
- Work interdisciplinary
- Add to list of experts
- Mini background paper, we have different levels of different subjects
- Unpack what we have learnt and add into the model
- Powerful tool but not the end of the road
- Pilot project to be used Hermanskraal, Elsies River and Orange Farm